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ABSTRACT

Deliberations of the Five Year Plan Committee in 1970 uncovered a need for a separate study on the organization of public libraries in the greater Vancouver area. The results of such a study, conducted in 1971, are contained in this report. Part I dwells on the details of the rapid growth of the Vancouver area in the hope that those responsible for library development will better understand the problems involved and will recognize the need for a system approach to public libraries as the only way to improve local service. Part II, a description of the Vancouver area political structure, is important for library development because of the key role of the Regional District form of government. Part III analyzes some aspects of library service and relates it to local and national, social and library trends. Parts IV, V and VI deal with special problems of the region while Part VII outlines a development plan designed to mesh with a similar plan for the rest of British Columbia being worked out by the Five Year Plan Committee. A list of 20 recommendations pertinent to each part of the report is presented. (Author/SJ)

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A PARTNERSHIP FOR DEVELOPMENT

PUBLIC LIBRARIES IN GREATER VANCOUVER

LI 003 715

1971

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Toronto 5 Ontario

Mr. R.D. Ferguson, Chairman,
Library Development Commission,
Province of British Columbia,
Victoria, B.C.

Dear Mr. Ferguson,

We submit herewith a report "A Partnership For Development: Public Libraries in Greater Vancouver" as authorized by letter of March 9, 1971 and according to the agreement between the Commission and Albert Bowron/ Information, Media and Library Planners, signed, May 7, 1971.

It was indeed a pleasure to work on this project for the Commission and with the Director, Mr. R.L. Davison. We hope the evidence and conclusions will assist the Commission to improve library service to the people of Greater Vancouver and will contribute to future library development policy for the Province.

Yours very truly,

A. Bowron

Nov. 26, 1971

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INTRODUCTION

The need to study public library organization in the Greater Vancouver area arose late in 1970 out of the deliberationsof the Five Year Plan Committee which was formed to advise the Library Development Commission on the future of public libraries in British Columbia. The Committee felt that the area and its public libraries presented problems of development that were different than those in the rest of the Province and that required separate consideration. The Commission agreed with this point-of-view and the Lower Mainland Public Libraries Coordinating Committee, when asked for their opinion endorsed the idea of a separate study.

After being authorized to begin such a study in March of 1971 terms of reference were worked out and agreed to by May 1971. Our work began with a visit to the area on May 2nd and attendance at the British Columbia Centennial Citizens' Conference on Libraries held in Victoria on May 3rd, 1971.

During subsequent visits, interviews, research and analysis a great amount of data was collected on all aspects of library service from which the important problems emerged. In our view the rapid growth of Greater Vancouver in recent years has resulted in uneven public library development and has forced the newer public libraries to concentrate on the provision of basic local services to the exclusion of regional coordination and cooperation and the provision of badly needed reference resources, non-print materials and an information network. Part I of the report dwells on the details of this rapid growth in the hope that those responsible for library development will better understand these developments and recognize the need for a system approach to public libraries as the only way to improve local service. Part II is important for library development because of the key role of the Regional District form of government. Part III analyses some aspects of library service and relates it to local and national, social and library trends. Parts IV, V and VI deal with special problems of the region and Part VII outlines a development plan designed to mesh with a similar plan for the rest of the Province of British Columbia being worked out by the Five Year Plan Committee.

The report as a whole does not attempt to provide the answers to all questions. Some are identified for future study and others could not be answered satisfactorily within the constraints of time placed on this study.

Nor can our report be regarded as a blueprint of steps to be taken, one by one, leading to the construction of the perfect library system. In two or three years time economic conditions, technical developments and many other factors may appear which would alter the conclusions we have reached. There is a danger in regarding any report, no matter how comprehensive, as more than a guide to the future worked out on the basis of the existing facts and opinions available during one short span of time.

In gathering the evidence for our conclusions we received exemplary cooperation from everyone. Mistakes in logic and statistics and any misinformation contained in this report are entirely our responsibility.

The first step after receiving this report is a thorough discussion by everyone concerned. We hope it will be a useful contribution to a new plan for library development in the Province of British Columbia.

PART I

A PROFILE OF THE REGION

1. Canada, B.C. and the Region

For many years, before the formation of the G.V.R.D. as a Metro-government concept, "The Lower Mainland" was the designation for the populated south-western area of British Columbia. This area is indeed an identifiable geographical unit comprising the relatively flat, wide valley of the Fraser as this great river emerges from its mountain canyon, the upland alluvial Burrard Peninsula, the rich delta lands at the mouth of the river and the mountain slopes to the north and east. Economically, however, the lower Mainland has developed into two main sub-regions. One, the eastern-most from Hope to White Rock and Pitt Meadows, is largely agricultural, the towns and villages being mainly farm centres with related service industries. The other, to the west, from Boundary Bay to Bowen Island, is urban and suburban in character, oriented to the Pacific trade of Vancouver and New Westminster and with a much higher proportion of skilled and specialized workers employed in transportation, and with financial institutions and service industries geared to the local urban market or producing for export. The western half of "The Lower Mainland" has developed since the second world war into the third largest urban area in Canada and as a consequence exhibits problems similar to large urban areas elsewhere on the continent, namely problems of land use, transportation, education, social organization, public administration, etc. The separation of "The Lower Mainland" into two sub-regions has been recognized by the Provincial Government in the creation of the Greater Vancouver Regional District as a political unit with the capability of coordinating or supplying district-wide central services beyond the means of any one jurisdiction. The other, more eastern, part of "The Lower Mainland" now lies in the Central Fraser Valley, the Fraser-Cheam or the Dewdney-Alouette Regional Districts.

This study is restricted by its terms of reference to the Greater Vancouver Regional District and to the municipalities and areas within it. However, published figures, trends and predictions often are based on "The Lower Mainland", "Metropolitan Vancouver" or "Greater Vancouver" rather than the relatively new designation "Greater Vancouver Regional District." The parameters of each are different and for this reason the profile to follow does not pretend to statistical accuracy but is an attempt to sketch in the background on which a useful development plan for libraries can be imposed.

On July 20, 1871 the Colony of British Columbia with a population of 37,000 became the sixth province of Canada. In 1885 the first transcontinental railway was completed to Port Moody. By 1900 the population was 170,000 climbing to 450,000 by 1915. The present population is 2,137,000 and it is predicted that there will be over 3,000,000 people in the province by 1980, an annual growth rate of about 3%. Since 1960, British Columbia has recorded the highest population growth rate in Canada and, according to the Economic Council of Canada, has "sustained the most widely based economic expansion of all regions."

The provincial area is 366,000 square miles. The major natural resources are softwood timber, minerals and natural gas. There is a potential water power resource of 3.2 million KW or half of the Canadian total potential. Of the land area only 2% is arable and only 1% is in municipalities, which, however, contain 80% of the population. Although recently the greatest relative growth of population has taken place in the central and northern areas of the province, 70% of the people live in "The Lower Mainland" and Vancouver Island areas. Population growth in "The Lower Mainland" has been rapid, from 250,000 persons in 1921 to 1,000,000 by 1966. Prospects for the year 2000 are for 2.4 million or ten times the 1921 figure. The next 15 years will likely see a 70% increase in the population—growth that will have major implications for the Region, particularly for housing, transportation and municipal servicing, all factors which directly influence the provision of library services. Existing libraries will have to expand services just as rapidly to keep up. In addition, competition for municipal funds will grow stronger and changing community organization and needs will force library boards and administrators to examine and re-examine their communities and to adopt aggressive and flexible policies.

"The Lower Mainland," housing about 54% of the provincial population, has three basic economic functions: it is the hub of B.C.'s secondary industries; it is the provincial focus for tertiary or service activity; and it is the major port for Western Canada. Looking to the future, the rapid population increase in the province should give rise to an expanding domestic market which in turn would permit the establishment of specialized secondary industries utilizing the new and improved skills of an upgraded labour force. The continued industrialization of Pacific rim countries such as Japan and the future trade with China will greatly increase port activities in Greater Vancouver as it will in the whole geographical basin shared with the Seattle-Tacoma-Portland complex.

The Canadian birth rate has dropped substantially since 1960, mainly because many couples have decided not to have children or to have fewer children than has been the custom in the past, or because more women have entered the labour force. This reduced birth rate is expected to continue through 1980. However, in spite of this, for 20 years B.C. has had the highest population growth rate and the lowest birth rate. This has been possible only because of massive in-migration which, since 1921, has accounted for 60% of the population increase. Generally speaking, in times of boom, people have migrated from everywhere to the resource industries outside "The Lower Mainland." In times of recession people have migrated from the rest of B.C. and elsewhere to the urban areas looking for jobs. This major significance of in-migration adds considerable uncertainty to both, forecasting population growth in "The Lower Mainland." Neither is it easy to predict population and such characteristics for the future as age grouping or distribution.

The G.V.R.D. is presently absorbing about 88.5% of the population growth of "The Lower Mainland." With the continuing improvement of housing and utility standards and with the drawing power of a wide range of social, cultural and retail facilities, "Metro" apartment construction and a decline in farm population, this pattern of development favouring the urban areas is likely to be intensified.

2. The Distribution of Population

The population figures and forecasts in Table I have been supplied by the Greater Vancouver Regional District Planning Department with a note of caution that distribution of population particularly is greatly influenced by municipal, regional and provincial policies for transit and transportation servicing, zoning and redevelopment. Additional figures as noted have been obtained from the Municipal Statistics, 1969, and directly from officials in the individual municipalities. Because of the importance of the in-migration factor in population growth and unresolved regional policies pertaining to zoning, transit and redevelopment, population predictions beyond 1981 have not been attempted for each municipality. In total the number of persons in the Region is certain to increase greatly but the proportional distribution by municipality is uncertain.

Table A: G.V.R.D. Population 1966-1981

Municipality or area	1966 Census	1969	1971 est.*	1981 est.**
Cities				
New Westminster	38,013	42,700	44,500	55,000
North Vancouver	26,851	30,800	33,000	37,400
Port Coquitlam	11,121	16,000	23,000	22,500
Port Moody	7,021	10,200	11,500	16,000
Vancouver	410,375	430,200	435,000	480,000
White Rock	7,787	8,800	10,000	11,400
Districts				
Burnaby	112,036	123,100	133,000	180,000
Coquitlam	40,916	50,000	55,000	70,000
Delta	20,664	33,000	50,000	54,000
Fraser Mills	164	164	#	#
North Vancouver	28,124	55,000	58,500	84,000
Richmond	50,460	58,800	67,500	108,400
Surrey	81,826	91,100	98,700	145,000
West Vancouver	31,987	36,000	38,500	51,000
Areas				
Endowment lands	2,979	3,000	5,300	17,300
Buntzen	669	750	800	1,200
Bowen Island	218	250	-	-
Lions Bay	227	250	-	-
Barnston Island	98	100	100	100
Indian Reserves	1,317	1,400	1,500	1,700
Total	892,384	991,614	1,065,900	1,335,000

*Estimated by municipalities or interpolated from growth rates given
**Forecasts in "Population Trends, 1921-1986." LMRPB, 1968.
#Included in Coquitlam figures.

3. The Ethnic Population

Recent population statistics of ethnic origin and distribution by community are difficult to come by. Perhaps this is because there are no large concentrations of immigrants or foreign-born people in the area. In any case we were unable to find any studies of ethnic groups that were of use to us. However, knowledge of persons who cannot use public libraries fully because of cultural or language barriers is most important when building services to assist such people to adjust to a new country and to preserve their own customs and language. We recommend that libraries research the distribution and needs of the ethnic population to insure that service to these groups is not neglected.

The 1971 census, when published, will reveal the dimensions of the research necessary and should receive early attention by the libraries in the Regional District. The most recent reliable figures of ethnic origin we could obtain were from the 1961 census as follows:

Table B: G.V.R.D. Population Distribution by Ethnic Groups, 1961

Census metropolitan area	Total	British Isles	French	German	Italian	Nether-lands	Polish	Rus-sian	Scandi-navian	Ukrai-nian	Other Euro-pean	Asiatic	Other and not stated
G.V.R.D.	790,165	491,084	30,507	51,056	18,300	23,946	12,861	9,324	45,140	18,712	40,613	25,519	18,326
Vancouver	384,522	230,234	12,113	26,561	12,941	9,311	7,117	4,840	18,782	9,247	22,624	19,915	6,692
Burnaby	100,157	65,188	3,430	5,417	1,816	3,271	1,563	1,138	6,510	2,663	4,600	1,154	3,263
Coquitlam	29,053	16,184	4,240	1,679	350	812	430	418	1,947	646	1,318	248	761
Delta	14,597	9,050	597	964	108	913	146	129	1,175	267	810	285	146
Fraser Mills	165	81	24	5	3	-	4	-	24	3	17	4	-
New Westminster	33,654	20,624	1,633	1,754	697	1,132	542	536	2,418	937	1,738	558	1,032
North Vancouver Cty.	23,656	16,193	736	1,113	692	592	199	165	1,437	303	838	139	1,225
North Vancouver Dis.	38,971	29,713	1,030	1,727	400	927	290	227	2,131	364	1,195	163	695
Port Coquitlam	8,111	4,475	434	631	105	283	126	76	556	165	351	22	876
Port Moody	4,789	3,087	293	285	71	127	66	27	249	93	340	51	100
Richmond	43,323	26,053	1,624	3,622	340	2,271	795	403	2,002	1,477	2,076	1,980	609
Surrey	70,838	40,630	3,572	5,940	557	3,623	1,290	1,157	6,423	2,291	3,700	706	900
University Endowment Area	3,272	2,310	53	148	15	72	43	35	122	29	178	44	156
West Vancouver	25,454	21,002	462	884	165	451	167	97	900	107	617	223	308
White Rock	6,453	4,846	164	209	27	113	52	46	287	69	120	12	506
Unorganized	2,020	1,359	92	114	13	47	31	23	171	47	90	15	14

Even though there has been a great change since 1961 in numbers and distribution of ethnic population, there are, as far as we can ascertain,no significant concentrations of any non-English speaking group in any of the G.V.R.D. municipalities. The 1961 Census did record however a level of 47% of mother-tongue retention among the non-British, non-French population in B.C. This is a higher level than Ontario but lower than the Prairies. The minorities most important for public libraries to serve as a group at the moment are probably the Chinese, East Indian and the growing Italian population. The native population of the area (living on and off the Reserves) is a special case and is mentioned elsewhere. The French-Canadian population scattered over the region or concentrated in the old settlements of Maillardville or Fraser Mills is fairly stable and has probably grown mostly by natural increase. Only 2% of the population reported that they were bi-lingual in the official languages. A library service in other languages, considering the scattered distribution of the ethnic population, can, in our view, be provided most efficiently and economically by a regional approach. It is difficult for any one library authority to provide and maintain an adequate collection of books, periodicals, films etc. for a relatively small group of local people who wish to be served in a language other than English but considered as a function to be provided cooperatively by all libraries such service becomes efficient and economi-cal.

4. Trends in Development

Some trends in development should be noted and for this purpose we have adopted the sub-area divisions of the G.V.R.D. Planning Department as follows:

> Burrard Peninsula: Vancouver, Burnaby, New Westminster, Coquitlam (including Fraser Mills), Port Coquitlam, Port Moody.
>
> North Shore: West Vancouver, North Vancouver City, North Vancouver District.
>
> South Shore: Richmond, Delta, Surrey (including Barnston Island), White Rock.

The Burrard Peninsula

While the Burrard Peninsula population has continued to increase numerically, it has been declining since 1931 as a proportion of the G.V.R.D. total. However, mainly be-cause of the increase in apartment development in Vancouver

and New Westminster and the increase in housing densities in Burnaby and Coquitlam, the rate of proportional decline will slow down in the future.

The City of Vancouver, particularly the downtown core, will, if present trends continue, dominate the entire region culturally and financially. The downtown area also will become an executive city with high density housing in "the West End." Such developments as Project 200, a $300 million complex of offices, apartments, restaurants etc., the redevelopment of the False Creek area, an emphasis on public rapid transit, a planned third tunnel or bridge crossing of Burrard Inlet, the addition of 500,000 square feet of office space and 5,000 dwelling units per year will increase the core area as an attraction for commuters and residents interested in big city living. New office construction will be channelled west of Burrard and retail development east of Burrard and along Robson, urban park development will continue; institutions such as the MacMillan Planetarium and Museum, The Vancouver Art Gallery, the Pacific Coliseum, both mainland universities, the central building of the Vancouver Public Library, 14 public pools, 10 community centres and many other attractions give a dominant position to the peninsula and a focus necessary to the social unity of the entire Region.

Of course such massive development and redevelopment could result in conjestion and subsequent deterioration of the Downtown area if it is not strictly controlled on a Regional level. Regional planning has begun and public libraries as social attractions and generators of educational activity can play a part in the planning process. Library development should be an ingredient of all community and Regional planning concepts along with schools, parks, churches, etc.

Burnaby is developing rapidly as a residential area with a variety of housing units. There are a number of large industries such as B.C. Telephone, MacMillan-Bloedel and Kelley-Douglas and a growing number of secondary and small enterprises in the not yet fully developed industrial areas. The large shopping centres such as Lougheed Mall, Brentwood, Middlegate and Kingsway are competitive with the big department stores downtown. Kingsway is the focus of commercial activity in Burnaby.

Coquitlam is adding 900 dwelling units per year, mostly single family units, but town houses and apartments are increasing. Commercial development since 1967 has concentrated on shopping centres such as Maillardville, Caribou, Burquiltam Plaza, Austin and Eastgate, which is to be greatly expanded.

Port Coquitlam has more industrial development such as C.P. Rail, the Esso Foundry and a number of smaller enterprises, but residential development in the Mary Hill area has doubled in 10 years. The population growth rate has been 18.5% from 1960-1970. The Northside Shopping Centre and a new one in Mary Hill will provide a retail centre.

Port Moody, an older community with a refinery, a bulk terminal and other important industries, is undergoing considerable change. The old downtown area may be partly displaced by a large town centre development at the head of Burrard Inlet in 5 to 7 years and the north side of the inlet is slated for residential development beginning in 1972. Port Moody has developed more slowly but the "Burrard Inlet Regional Town Study" indicates a more rapid pace of residential as against industrial development in the future.

Recently the possibility of political amalgamation between Coquitlam, Port Coquitlam and Port Moody has been discussed. Although such a move is no more than speculation at this time, it would make sense from a library service point of view. The size, development, geography and economy of the area could, if unified, provide good conditions for an efficient library unit.

New Westminster has 2,200 persons working in primary and 4,000 in smaller manufacturing and warehousing industries. Douglas College is developing its main campus in the City. The trend in housing is toward higher density. Woodward's department store is the main retail centre with another, London Square, planned for the Kingsway across from Woodward's. The City has a long history of independent growth and tends to be fairly self-sufficient. It has two city centres, the older near the river and a newer developing centre uptown at Sixth Street and Sixth Avenue. In addition the City is becoming a secondary retail and service centre for Burnaby and Surrey. The old loyalties to "the Royal City" are breaking down as its economic future becomes integrated with the future of the whole area.

In general the intense development of the Burrard Peninsula has brough problems to the area. The controversy of freeways vs. public transit is as yet unresolved. This question, as it affects long distance commuter traffic and the future of the downtown core area, is being discussed by the planners and the G.V.R.D. Board, with pressure for an early decision. Concern for the quality of the environment, the urban landscape and pollution of the shoreline

and the lakes is manifested in confrontations over higher housing densities, slum clearance, renewal and restoration of older and historic areas (Gastown, Chinatown, False Creek, etc.), and a new urban sophistication is developing which tends to divide the population by life styles. Such problems are common to most large North American cities and represent a challenge to community organizations, educational authorities and services such as public libraries.

The North Shore

Development of the North Shore began in earnest with the opening of the Lions Gate Bridge in 1938, and has been furthered by the new Second Narrows bridge. Since 1938, population growth has run consistently at about 4,000 persons per year. The figure would be higher were it not for the present traffic problem on Lions Gate Bridge. The spectacular views, a southern exposure, and an unusual landscape have generally resulted in high land values and higher-priced homes, although there is a band of older, less expensive homes behind the industrial water-front of the inner harbour. The eastern end of the sub-area is only sparsely developed. Redevelopment of central areas to apartment densities is taking place at a moderate rate. Recently there has been a slackening in development but another growth jump is expected on the completion of a new harbour crossing. A levelling of the North Shore's share of the "Metro" population total at about 13% is likely as the most easily developed areas become filled in. Apartments will likely become increasingly important in relation to both major shopping areas and transportation facilities.

West Vancouver is said to have the highest per capita income of any community in Canada. In any case, it is an area of expensive homes and apartments with most commercial development restricted to Marine Drive west from the Lions Gate bridge. The Upper Level Highway has attracted residential and some retail growth to the slopes of the mountains and as far as the Ferry Terminal at Horseshoe Bay. Future expansion of this municipality is expected to take place in a westward direction and at higher levels. Presently the largest shopping centre is Park Royal, serving the whole North Shore, with other smaller centres at Ambleside, Dundarave and Horseshoe Bay. Apartment development has tended to develop near the ocean west of

Ambleside. The dominant character of West Vancouver as a residential and retail suburb of downtown Vancouver will undoubtedly continue for many years especially after another bridge or a tunnel across the harbour is completed.

North Vancouver City, a much older community than West Vancouver, is also residential in character but is less affluent and has a higher density. In addition, industry and port facilities have always been a part of the community, making it more self-sufficient with an identifiable downtown area of its own. Only two new shopping centres in the Upper Lonsdale and Marine Drive areas have been built outside the central core. Although most residents commute to Vancouver across the two bridges, there are still many people employed locally in lumber and wood products enterprises, ship building and repair facilities, rail-barge transfer and fabricating industries.

The District of North Vancouver which borders the city on the north, west and east, is growing rapidly but there are large areas as yet undeveloped. New housing is largely single-family units built on the uplands north of the City. There is no retail or commercial centre at the moment except Lonsdale Avenue and the Edgemont, Lynn Valley and Dollar shopping centres. A large centre is planned for the Dollarton Highway west of the Indian Reserve. North Vancouver City and District are set in a spectacular wooded landscape with three large parks, Capilano Canyon, Lynn Canyon and Mount Seymour Provincial Park, and have great potential for a variety of residential developments. The communities on Indian Arm to the east have a resort character that is bound to attract new residents in the near future and the recreational facilities of the whole area are a regional asset unsurpassed anywhere in Canada.

Even though the amalgamation of the two North Vancouvers is not a popular idea with the politicians of the area, greater library efficiency would result from the elimination of the overlapping of service that is inevitable under present circumstances.

The South Shore

This sub-area at the mouth of the several channels of the Fraser and south to the United States border has a growing population that historically has been focused on the North Surrey-Delta upland, with a large commuter population

related to Fraser River industrial areas. Smaller settlements at Brighouse, Steveston, Ladner, White Rock, Cloverdale and Port Kells were focused more on local activities and less on the Burrard Peninsula. With the construction of the new Oak Street bridge however, the Massey tunnel and the huge Port Mann bridge, the nature of the South Shore has been changed drastically. Most of its social and economic ties are now with Vancouver and the Burrard Peninsula.

In the late'50s development was spectacular, running at 10,000 persons per year. Services, however, did not keep up with development and from '61-'66 the pace of growth dropped to 5,000 per year. The growth rate has increased again but the provision of essential services, schools, parks etc. is now more controlled for sounder and more orderly development.

Richmond, with 41,500 acres, easy accessibility to Vancouver and flat topography, attracted new suburban development earlier than other South Shore areas. The Richmond Planning Department reports that half the working population remains in Richmond and is occupied in the many wood products industries, fish processing plants, ship building, printing and petroleum enterprises. Farming is still an important occupation. The Sea Island Airport and its maintenance base also employ many Richmond residents. The development trend is half residential and half commercial. The Richmond Square shopping complex is one of the largest in the Region. The Brighouse area is the present centre of retail and industrial growth in Richmond.

The District of Surrey, the largest municipality on the South Shore, has an area of 89,000 acres. It is less rural than Delta or Richmond and is attracting thousands of young families to single family housing which is the dominant type under development. Growth is being directed along the King George Highway and Scott Street, with industrial sites located between these two arteries along the rail lines and along the Fraser river opposite New Westminster. In general the pace of residential development is dependent on the installation of sewer lines and other services. There are many shopping centres with no definite central area discernible as yet. Whalley is the largest retail centre with other major centres in Guilford, Cloverdale and Newton. Surrey Place Shopping Plaza is under construction for completion in 1972. Most of the population is employed locally or in New Westminster; shopping is mostly local but Vancouver is the entertainment magnet attracting Surrey residents.

The City of White Rock, surrounded by Surrey but independent and older than most of Surrey, has no industry and is developing residential suburbs around the old commercial centre on Semiahmoo Bay. The old business district is weakening as larger shopping centres such as Hilltop within the municipality and others outside its boundaries attract customers. The future development of White Rock is probably linked closely to Surrey and is strongly affected by the accessibility of Vancouver via the Deas Island Throughway.

The Municipality of Delta is located at the mouth of the Fraser's south arm - named because much of the 82,500 acres have been reclaimed by dyking. Delta farms, still numerous, benefit from the rich silt deposited by the river in past ages. Until the Deas Island Throughway and the Massey tunnel were completed the area was largely rural with Ladner as the principal centre. Now, however, residential building is booming as commuters to Vancouver are attracted to the new sub-divisions. Ladner is still the municipal seat and is growing rapidly but so is the North Delta area east of Scott Road and the Tsawassen-Beach Grove community in the south. Most Delta residents commute to the Peninsula for work and entertainment but shop locally or in the big plazas in other South Shore municipalities. Shopping and commercial centres have expanded in Ladner and have been developed in Tsawassen, along Scott Road, and in North Delta. Industry is located along the river in North Delta, on Annacis Island and north of Sunshine Heights. The largest project that will effect the greatest change on the municipality is the superport being developed at Roberts Bank north of the Tsawassen Ferry Terminal. 4,990 acres of land will be added to the foreshore for port facilities and another 4,000 acres on the mainland will be allocated as an industrial corridor servicing the new off-shore port.

The Endowment Lands, Buntzen, Bowen Island, Lions Bay and Barnston Island will probably be incorporated into neighbouring municipalities in time. Their future growth is dependent upon improved communications, services and a change in their status as unorganized areas. In the case of Bowen Island, Lions Bay, Buntzen and other parts of "Electoral Area B", the rugged topography and the difficulties of development and provision of utilities account for a slower growth rate than the rest of the Region. The University Endowment Lands will register the greatest population growth as more land is cleared for settlement and greater density is permitted.

The Indian Reserves, administered by the Federal Government, will find it most difficult if not impossible to share in the general urbanization and prosperity unless the native people themselves are able to attain more independence and control of their own affairs and can negotiate with their neighbours for improved services.

5. The Regional Pattern

The Region is, at present, dominated by the specialized commercial, retail and entertainment activities of the City of Vancouver. Even though natural features allow an urban existence in a variety of beautiful surroundings, on wooded slopes overlooking the city, the sea or distant islands, the population of the Region is dependent on the economic health of the core area, the City of Vancouver, particularly the Central Business District.

The North Shore and the South Shore sub-areas are essentially commuter suburbs, most of whose working population travels to the CBD or to the industrial areas of False Creek, along the north arm of the Fraser or along the shores of Vancouver Harbour or Burrard Inlet. A study of traffic volumes as plotted by the G.V.R.D. Planning Department indicates five main corridors of daily two-way commuter traffic: the Deas Island Throughway-Oak Street Bridge-Granville route, the King George Highway-Scott Street-Pattullo Bridge-Kingsway route, the Trans-Canada Highway (Highway 401)-Hastings route, the Upper Level Highway-Second Narrows Bridge route and the Upper Level Highway-Marine Drive-Lions Gate Bridge route. Preliminary plans for rapid transit and additional freeway construction are based on the continued rush-hour concentration of traffic to and from the core of the City and will intensify use of the five corridors described, but an effort will be made to decentralize the congestion building up on the 3-square mile area of the downtown peninsula by carrying vehicular and transit passengers east of Main Street, south of False Creek and into the existing or emerging sub-centres of New Westminster, West and North Vancouver, Burnaby, Coquitlam, North Surrey, Brighouse, Ladner and White Rock. The exact form this transportation system will take is not yet fixed but it is certain there will be more emphasis on rapid transit, express buses and commuter rail services than on an extension of the existing freeways. All proposals we have seen indicate that the future transit network will not only move

people more efficiently for longer distances, but it will move people according to a new pattern that will strengthen the sub-centres. Higher densities of housing will cluster near important transit intersections, some office and support services will follow the new transit lines to the sub-centres and secondary industry will move to less congested areas away from the traditional sites around False Creek, Burrard Inlet and the banks of the Fraser River.

According to the G.V.R.D. Planning Department, the Greater Vancouver total commercial floor space is 35,875,943 square feet of which 24,980,465 square feet are located in the City of Vancouver and 14,925,247 in the downtown area. In contrast, the total for Surrey and White Rock is 1,972,023 square feet, for New Westminster is 2,105,671, for Burnaby 1,951,859. However, overall regional planning, the development of a more balanced transit system and a continuation toward decentralization will cause not only the growth of the expanding sub-centres within the City of Vancouver such as Kitsilano, Cambie, Mount Pleasant and Sunset but also Lougheed Mall and Kingsway in Burnaby, Downtown and Uptown New Westminster, Park Royal in West Vancouver, Upper Lonsdale in North Vancouver City, Marine Drive in North Vancouver District, Brighouse, Ladner, Whalley Town Centre, Guildford and White Rock.

Because public libraries have been and will continue to be more closely linked to retail and commercial activity than to industrial and purely residential use of land, the present and future development of commercial centres is of great importance in library system planning. While it is true that the existence of users with special needs, such as ethnic groups or industrial workers have an influence on library location and service patterns, overriding consideration should be given to the areas of greatest concentration of individuals and families, the points at which people concentrate in the everyday rhythm of urban life. This implies a combination of commercial, institutional and transportation centres. Special needs can usually be met by sub-branches or by attaching special services to the largest libraries closest to the need. In our opinion the siting of many library branches has not been planned with a knowledge of how the community is growing or where centres are developing. Special services to meet special needs must arise out of community surveys and studies of users and non-users. This kind of research is badly needed by the libraries of the G.V.R.D.

Table C: Commercial Floorspace in the G.V.R.D.*

Vancouver		
Downtown Peninsula	14,925,247	
Vancouver Total	24,980,465	
Burnaby	1,951,859	
New Westminster	2,105,671	
Coquitlam	333,535	
Port Coquitlam	307,777	
Port Moody	86,087	
Burrard Peninsula Total		29,765,394
West Vancouver	915,343	
North Vancouver City	989,000	
North Vancouver District	626,303	
North Shore Total		2,530,646
Richmond	1,136,721	
Delta	470,259	
Surrey	1,703,423	
White Rock	268,600	
South Shore Total		3,579,003
G.V.R.D. Total		35,875,943**

* Figures supplied by the G.V.R.D. Planning Dept. include floorspace for all commercial uses except outdoor recreation and are adjusted as far as possible to added commercial space up to 1969.

**An additional allowance estimated at 5% of the total should be made to compensate for the omissions of minor commercial areas to arrive at a 'corrected' grand total (G.V.R.D.)

The exact shape of Regional development within the next 30 years is difficult and risky to predict but the following set of figures is included to illustrate the general dimensions of 30 years' growth as seen by the Regional planners. These figures do not provide targets for development but are reasonably reliable indicators of what to expect.

Table D: Summary of Regional Growth in the Next 30 years*

	1970	2000
Population	1,000,000	2,000,000
Vancouver	430,000(43%)	620,000(31%)
Dwellings	315,000 units	650,000 units
% of multiple	36%	55%
Employment	375,000 jobs	840,000 jobs
Downtown	93,000 (25%)	170,000 (20%)
Commercial Space	38 mil. sq. ft.	110 mil. sq. ft.
Offices	12.5 mil." "	40 mil. " "
CBD offices	7.8 " " " (62%)	16 " " " (40%)
Local parks	2,300 acres	4,600 acres
Com. parks	4,200 acres	8.800 acres
Reg. parks	3,000 acres	34,000 acres
Elementary schools	324	660
High schools	120	240
Hospital beds	7,100	14,700
Transport		
Paved roads	2,560 miles	4,500 miles
Freeways	47 miles	60 miles
Rapid transit	nil	41 miles
Commuter trips		
Downtown	39,000	61,000-88,000
Public transit downtown	15,700	29,000-56,000

* Growth figures taken from "Project Alpha," G.V.R.D. Planning Department, 1971 and "Urban Transport Is Not Just a Fast Train," G.V.R.D., 1970.

PART II

THE GREATER VANCOUVER REGIONAL DISTRICT CONCEPT

Since 1967 the Greater Vancouver Regional District, established by the Provincial Government, has existed as a federation of 14 neighbouring but autonomous municipalities and 3 unorganized areas. This large and complex urban or urban-oriented region is now regarded as an economic, cultural and geographic unit for the purposes of regional planning. Politicians and administrators, following policies layed down by the provincial government, are organizing region-wide services and in effect creating a second level of municipal government in the area.

A trend toward regional organization and planning is evident in many parts of Canada, particularly in large metropolitan areas. This trend reflects a political and public administrative response to the quickening pace of change, to the complexity of social structure and to the need for control over certain aspects of the physical environment. The old patchwork of largely accidental and historical political jurisdictions is no longer effective in meeting these challenges. The problems of metropolitan life urgently require coordination, cooperation and effective interaction between people if they are to be prevented from growing worse.

In an interview published in 1968, the Honorable Dan Campbell, Minister of Municipal Affairs, was asked, "What is the regional concept?" The Minister replied, "It is a device for combining functions. It is not a political amalgamation. It is functional amalgamation in which a board is established to undertake services and administer them jointly."

In general the regional district is an alternative to metro government designed to suit the unique situation of British Columbia where only one-half of one percent of the total area lies within municipal boundaries but roughly 80% of the population lives within these municipalities. An additional problem arises in regard to unorganized areas which now contain not only a scattered population

unrepresented in municipal government but also many important industries. Regional district governments once formed will be able to assess and tax these industries and also give the people living in unorganized areas representation on district boards and committees.

The main purposes of the 29 Regional Districts established in B.C. are as follows:

1) All people in the region, whether in a municipality or in an unorganized area, can be represented through appointed or elected representatives on the board of a Regional District and have a say in the functions it performs.

2) To provide, after a decision of the member municipality or area representatives, services to some or all member municipalities that would be beneficial, difficult or expensive for any one municipality to provide.

3) To provide services to small isolated groups of people that were provided, if at all, by the Provincial Government (sometimes through an improvement district).

4) To facilitate sharing a service by spreading its cost equitably over the whole region.

5) Any Regional District may be authorized to borrow on its credit for regional projects as well as any municipal project within the District. It is one of the major purposes of the Regional District concept that a large part of municipal financing in B.C. be carried out by the 29 Regional District authorities rather than by a great number of smaller borrowers.

Unlike metropolitan or regional government as it is being developed in Ontario, the B.C. Regional Districts have not been given any statutory function except that of building and maintaining hospitals, and none possesses taxing authority.

Although in theory each district may decide which functions to assume and when, the Provincial Government has the option of stepping in and making a decision if after study it decides that a service can more efficiently or more cheaply be provided on the district level. For instance, the Minister has stated publicly that the Greater Vancouver area should organize transportation, waste disposal and regional park acquisition on a regional basis, and that the Greater Vancouver Water District and the Greater Vancouver Sewerage and Drainage District, both single-purpose boards, should be responsibilities of the Regional District Board. If decisions on assuming these functions are delayed too long, presumably the Provincial authority would make these statutory functions of the G.V.R.D.

As far back as 1968 the Minister of Municipal Affairs saw the following activities as responsibilities of the two metropolitan regions of Vancouver and Victoria.*

1) The supply of water.

2) The disposal of waste materials.

3) The control of air pollutants.

4) The transportation framework for the metro region which would include major traffic arteries other than Provincial freeways and some tie-in with transit so that the whole is properly co-ordinated.

5) Responsibility for the provision of public hospitals and ambulatory services.

6) Public housing and the assembly of land where required for housing and other public purposes.

7) Regional parks.

8) Libraries and other cultural facilities related to a metro region.

* From a letter to Mr. E.G. Adams, Chairman of the Regional District of Fraser-Burrard, dated May 7, 1968. Later in a press release the Minister again mentioned "an overall regional library service" as activity "of rather general benefit to the citizens of a region regardless of where they live."

9) Metro or regional land use planning.

10) Public health services.

11) Debenture sale and debt management and a data processing center.

The Minister also stated on the same occasion,

> I would not want it to be inferred that there could not be other joint activities but the ones mentioned are in my view a necessary part of the metro region. I should also add that I do not think the metro region must enter all these fields at one time. In my view the first and primary consideration is the structure necessary to carry out these functions with the powers being added from time to time as the metro regional district becomes equipped for the task.
>
> Both metro regions have within their boundaries some rather sparsely populated areas--areas which cannot be expected for some indefinite period to undertake the responsibility of local government. Nevertheless these areas look to the metro centre and form a part of it. It is my view therefore that without departing too far from its metro character the Board may have to assume some minimum local responsibilities for these areas at their expense of course.*

By the end of 1970 the G.V.R.D., a federation of 6 cities, 8 district municipalities and 3 provincially administered districts, had exercised its statutory powers in constructing, enlarging and equipping hospitals and hospital services for the whole district. In addition, regional planning, municipal financing, pollution control and public housing have been assumed as functions of the District Board. No other functions had been completely assumed by the end of 1970.

A number of problems and services of regional importance, however, have received attention or are under consideration as new functions.

* Ibid (press release)

1) Transportation (expected to be a regional responsibility in late 1971).

2) Solid waste disposal (under consideration as a regional function).

3) Labour negotiations may be undertaken on behalf of member municipalities.

4) The concept of a Regional Juvenile Remand-Detention Home has been endorsed and is under consideration.

5) Studies for establishing a building code in the region have been initiated.

6) The functions of the Greater Vancouver Sewerage and Drainage District and the Greater Vancouver Water District are now carried out by the G.V.R.D. effective July 1st, 1971.

7) The Vancouver-Fraser Parks District will probably be amalgamated with the G.V.R.D. in 1971.

The Regional Board is made up of members appointed by municipal councils or members elected at large by the population of the unorganized areas. The voting strength of each municipality is according to population and the number of directors representing each municipality is one-fifth of the number of votes allotted. The Chairman is elected by and from the members of the Board.

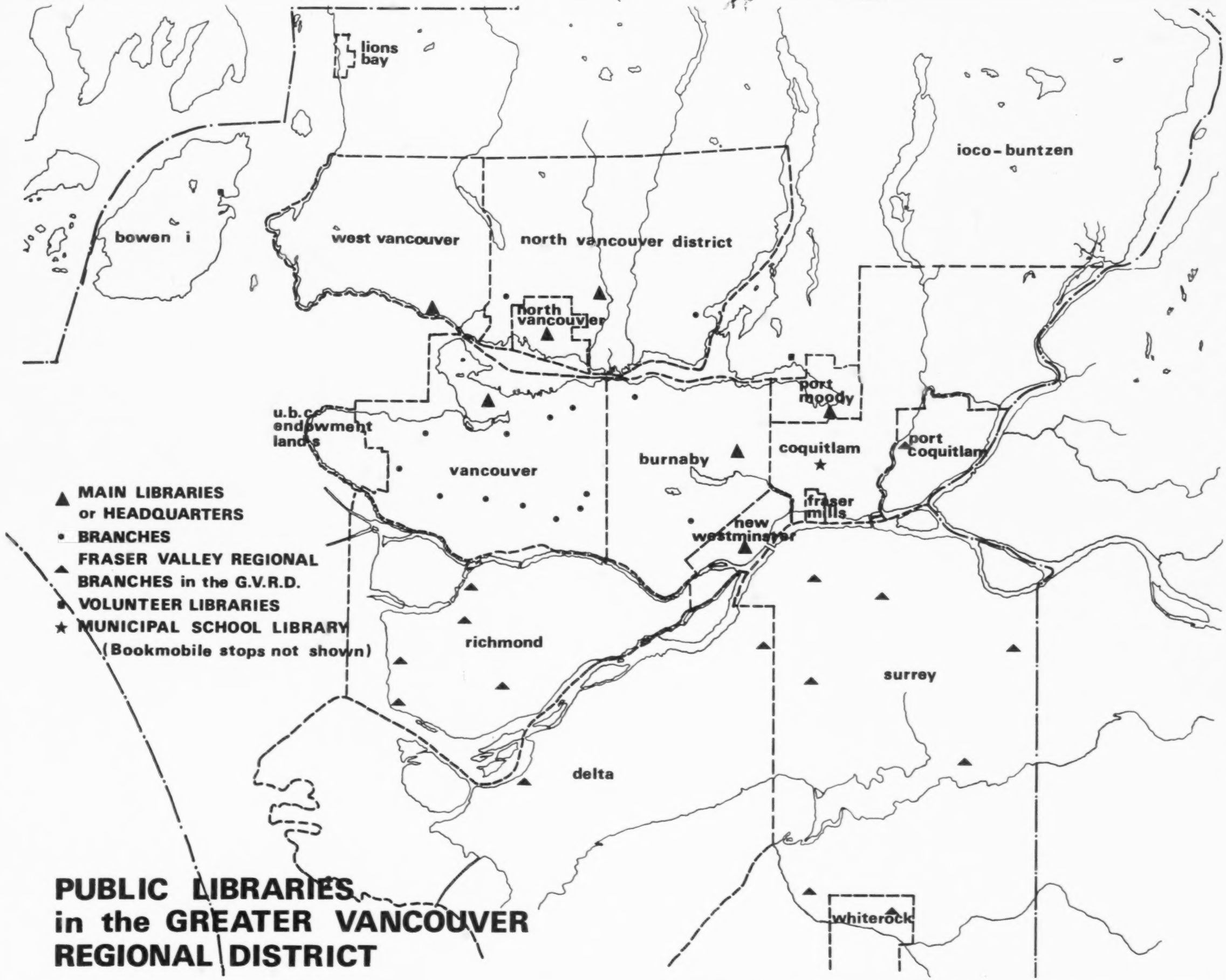
The G.V.R.D. representation by municipality and area is as follows:

Area	Population	Total Votes	No. of Directors	Votes per Director
Burnaby	125,000	6	2	3
Coquitlam	50,000	3	1	3
Delta	33,000	2	1	2
Fraser Mills	200	1	1	1
New Westminster	40,000	2	1	2
North Vancouver City	30,800	2	1	2
North Vancouver District	56,900	3	1	3
Port Coquitlam	16,000	1	1	1
Port Moody	10,200	1	1	1
Richmond	58,300	3	1	3
Surrey	92,100	5	1	5

continued

Area	Population	Total Votes	No. of Directors	Votes per Director
Vancouver	440,000	21	5	5 for the mayor 4 for the alderman
West Vancouver	36,000	2	1	2
White Rock	8,800	1	1	1
U.B.C. Endowment Lands	3,000	1	1	1
Ioco-Buntzen	800	1	1	1
Bowen Island	300	1	1	1
Totals		56	22	

We have given details of the present development and future plans of the G.V.R.D. and the Provincial Government attitude toward regional government in order to indicate the growing importance of this new level of municipal authority and its potential for coordination and development in the region. Provincial interest in libraries as a possible regional function, indicated by their specific mention in the Minister's suggest list of regional activities, cannot be ignored in any plans for a system of libraries in the Greater Vancouver Regional District. The concept of regional government we have described appears to be designed to resolve the perennial problems of library systems, such as cost sharing, coordination of resources, the organizing of joint services and duplication of effort, and at the same time accommodate independence of action at the community level and the identification and satisfaction of individual needs.



PUBLIC LIBRARIES in the GREATER VANCOUVER REGIONAL DISTRICT

PART III

LIBRARY SERVICE IN THE GREATER VANCOUVER REGIONAL DISTRICT

1. Goals of Library Service

The vast physical and economic developments as well as the trend toward regionalization have many implications for public library service. One of the most important results arising from these developments is the growing inter-dependence of the economy, way of life and public and private facilities of the Region. Identification with the local municipality is weakening. A person living in New Westminster or North Vancouver, working in Delta or Coquitlam, seeking entertainment in downtown Vancouver and attending night school in Burnaby, would find it difficult to understand the municipal exclusiveness of public library service when information or services are needed. It is obvious that libraries, if they are to serve their public, should no longer restrict their services in any way to those who work, go to school or live in any particular community. It is recommended that public library boards accept as one of the first responsibilities of any system of public libraries in a metropolitan environment the provision of service unrestricted by municipal or community boundaries.

However, it is vital that public libraries pay more attention to how communities and regions are changing physically and socially. It is necessary to adapt services and consequently organizations to the new forms the communities might be assuming.

There are urban sociologists who are predicting the end of the "spatial community" before the year 2000. The individual may be freed from the constraints of the spatially-defined city as we know it. In its place will be an "aggregate" of local residence groups characterized by a very low level of integration. Thomas Childers of Drexel University's Graduate School of Library Science discusses the urban aggregate and its implications for public libraries. Much of what Childers says does not yet apply to Greater Vancouver or other Canadian urban aggregations but the trends are there

which may make our cities "resemble a pyramid less, a plate of scrambled eggs more."*

According to Childers one of the most evident implications of a breakdown in the identifiable communities and the attachment of individuals to localities is that the public library will find it more and more difficult to serve everyone. "Within the aggregate, the tremendous variety of needs of a heterogeneous constituency should become even more visible. It should thus become even more apparent than heretofore that the traditional goal of'Service to All' is not a realistic one. Possibly, library administrators will realize that the goals of the library must be revised."

In summary, public library goals must be redefined and made more specific. The traditional goal of total service to everyone has never been realized and has less chance of being realized in the future. We must decide what is most needed and what can be supplied so that the gap between public library goals and actual service can be closed. Libraries must establish agencies in the growing sub-centres, decide what are the library service needs of downtown Vancouver in the future, must cater more to people in multiple high-density dwellings, must offer special service to the new industrial areas, must expect more mobility of people travelling over longer distances via a new transportation plan, must organize a variety of special services to meet the changing needs of a pluralistic society with weak community loyalties. Above all library administrators and boards must become better informed about present trends and future plans in their area and in the region so that library service can, with other community services not only satisfy their clientele, but in addition, assist in the development of a satisfying and stimulating urban setting, both local and regional.

2. Public Libraries Since the Vainstein Report

There are 6 public library organizations, 1 public library association, 1 school library serving the general public and 13 branches of a regional library within the boundaries of the G.V.R.D. The services, staff, size and support differ greatly with little relationship to the size of the community. There is little formal cooperation among the public libraries in this urban area, either between themselves or with other types of libraries within Greater Vancouver. There is at the moment no systems approach to service and even though inter-library committees have

*Childers Thomas. "Community and Library: Some Possible Futures." Library Journal, September 15, 1971, pages 2727-2730.

operated at times over many years. A climate in favour of sharing resources has been slow to develop. As a consequence, differences between the library units have tended to widen as rapid growth has forced a concentration of energy and resources on local efforts to keep up with demands, leaving little time to lay the groundwork for effective cooperation.

This state of affairs is, of course, not unique to Greater Vancouver. Among the metro areas of Canada only Metropolitan Toronto, Halifax and Ottawa have developed workable regional approaches to library service. In each of these cases the process was assisted by provincial library legislation and in the cases of Metro Toronto and Ottawa strong regional government made "cooperation" inevitable.

In the past, the public libraries of "Greater Vancouver" and "the Lower Mainland" have striven to expand their physical plant, collections, services and staff to keep up with the general expansion of the area. Total population has increased about 42% since 1963 when Rose Vainstein collected library data for the Public Libraries Research Study which resulted in the "Vainstein Report".*

The following table compares the population growth of some of the individual municipalities with the growth of bookstock and total expenditure from 1963 to 1970.

*"Public Libraries in British Columbia" by Rose Vainstein, Public Libraries' Research Study, British Columbia. Victoria, 1966.

Table E: Population, Bookstock and Expenditures, 1963-1970*

Library	Population Increase	Books Per Cap. 1963	Bookstock Increase	Books Per Cap. 1970	Total Exp. Increase
Burnaby	29%	1.9	22%	1.6	170%
Coquitlam	No public service			0.6	
N. Vanc. City	30%	0.9	157%	1.9	337%
N. Vanc. District	Establish 1964			1.37	
New Westminster	28%	2.0	35%	1.94	115%
Port Moody	126%	0.7	181%	1.0	385%
Vancouver	15%	1.1	34%	1.4	90%
West Vancouver	45%	2.2	60%	2.5	115%
F.V.R.L.	17%	0.7	82%	1.1	168%

*Calculations made from Public Library Research Study data on file at the Library Development Commission H.Q., Victoria and from "Public Libraries Statistics, 1970," L.D.C., 1971. The percentages are approximate and only valid for comparative purposes.

It can be seen from this table that total library expenditures (and incomes) increased greatly but bookstocks increased at a much slower pace.

There is one main conclusion to be inferred from these statistics. Even though the people of each of the G.V.R.D. communities undoubtedly now have access to more and better library buildings, more staff (with higher salaries) and better equipment, the bookstock available has on a per capita basis, increased only fractionally or not at all since 1963 (the additional bookstock available now in Coquitlam and West Vancouver District has not improved the total per capita) while total expenditure increases have soared. Again this is not unique to the area. Libraries all over Canada have experienced the results of increasing costs and a reduction in the value of the dollar spent on books during the last eight years. The G.V.R.D. situation is, however, unusual in that population increases have been phenomenal in many localities and some of

the libraries involved began their efforts to improve their libraries from a very modest level of service or have come into existence since 1963.

Since 1963 Port Moody has increased its open hours from 8 1/2 to 25 1/2 per week and the Vancouver Public is now open 72 1/2 hours per week including 4 hours on Sunday against 68 1/2 hours in 1963; but Burnaby (59 hours), Fraser Valley (10-62 hours), New Westminster (63 hours), North Vancouver City (47 1/2 hours) and West Vancouver (52 hours) have not increased their open hours since the Vainstein survey. None except Vancouver is open on Sunday. The Coquitlam Centennial Community Library is open 65 hours per week but is closed on Saturdays and the branches of North Vancouver District are open from 24 to 50 hours per week.

Circulation figures, although unreliable because there is no standard definition of "a circulation", give a broad indication of public use and staff work load. In the G.V.R.D. the average circulation per capita in 1970 was 8.3, ranging from a low of 4.3 in Port Moody to a high of 17.3 in West Vancouver. In 1963 the average per capita circulation was also 8.3, ranging from a low in Port Moody of 1.5 to a high in West Vancouver of 17.4. Since 1963 Vancouver, Port Moody, North Vancouver City and Fraser Valley increased circulation on a per capita basis while in Burnaby and New Westminster the per capita rate dropped.

Since the Vainstein Report, provincial grants have risen from 27 to 28 cents per capita for New Westminster, from 6 to 21 cents per capita for North Vancouver City, from 9 to 18 cents per capita for the Fraser Valley Regional Library and from 12 to 25 cents for Vancouver, they have declined since 1963 for Port Moody (from 21 to 10 cents), West Vancouver (from 21 to 13 cents) and Burnaby (from 26 to 23 cents). Provincial grants over the province rose from $220,000 to $500,000 during the period, or on a per capita basis from 13 cents to 21 cents. However the libraries of the G.V.R.D. (including the whole Fraser Valley system) received only $226,315 from the Province or 5% of their total expenditures of $4,561,300 in 1970. This is a long way from the minimum of 25% recommended by Miss Vainstein in 1966.

Table F: Expenditure and Income for Public Libraries in the G.V.R.D. - 1970

(compiled from "Public Library Statistics, 1970, L.C.D., 1971)

Library	Pop. Served 1969	Local Tax	Per Cap.	Prov. Grant	Per Cap.	Total Exp.	Per Cap.
Burnaby	125,000	460,591.00	3.68	30,398.00	.23	514,701.00	4.12
Coquitlam*	50,000	100,000.00	1.82	-	-	not known	-
New Westminster	40,000	215,533.00	5.39	11,804.00	.28	260,424.00	6.51
North Van. City	30,800	96,102.00	3.12	6,214.00	.21	118,851.00	3.86
North Van. Dist.	56,853	181,843.00	3.20	11,393.00	.20	197,356.00	3.47
Port Moody**	10,200	11,000.00	1.08	1,000.00	.10	11,700.00	1.15
Vancouver	450,000	2,538,133.00	5.64	111,632.00	.25	2,787,855.00	6.19
West Vancouver	36,000	180,950.00	5.03	4,680.00	.13	185,630.00	5.16
Fraser Valley Regional Library	283,897	399,181.00	1.41	49,194.00	.18	484,752.00	1.71

* Financed by the School District plus a local grant ($100,000 in 1970) no budget available, no Prov. grant.

** Public Library Association.

We have analysed these statistics to indicate that individual public libraries in the area have striven to increase their services but generally speaking have not been able to do so in the face of rising costs, an inflationary economy and a rapidly rising population. Competition for public funds at the municipal level becomes fierce in any area of rapid expansion and public libraries tend to face a low civic priority in the race to expand as do museums, art galleries and other such cultural institutions whose boards do not have the power to raise funds through taxation. However, one can criticize all boards and senior staff for a failure to get together and find a way to meet the challenge. Library parochialism in an urban agglomeration such as Greater Vancouver has done a disservice to everyone over the last eight years. As in most library jurisdictions, there have been strong demands for increased provincial funds to augment operating budgets. But more money alone is not the answer and it is not the function of any provincial grant system to make up the difference between the tax appropriations of local councils and the incomes needed to carry out library programmes.

The Library Development Commission has recognized the necessity for libraries to develop in consort by the application of its quantitative standards and by the following statement of policy: "On and after the first day of April, 1971, any municipal public library or public library association whose municipality, electoral area or school district is in a position to become part of a larger unit of service and does not join the larger unit shall be ineligible for Provincial Aid under the Public Libraries Act." In our view this statement of provincial support for regional library organizations is a golden opportunity for the communities of the G.V.R.D. to devise, propose and develop the kind of library service unit best suited to the area and offers the possibility of centralizing those responsibilities which would benefit all equally, leaving for local application enough independent power to serve community differences.

3. Changing Needs for Information

Public library boards and librarians are being warned in many reports, studies, surveys and articles that their view of the public library as an independent public service which

operates in municipal isolation as the last bastion of middle-class individualism is already dangerously outmoded.

The knowledge and information provided by libraries emanates from everywhere; it belongs to everyone. The people of the smallest and the largest communities must have access to it all. If public libraries wish to receive and pass on knowledge and information to their local public, they must also agree to return as much as they receive. The largest library needs the smallest to function efficiently.

Nor can the public library survive simply as a repository of more and more materials. It must be seen as the centre of a widening circle of associations. Each library should be an open door to the resources of every other library, information centre and cultural institution. "Libraries in the future must be measured less by what they possess than by how readily they can obtain the things they do not possess."*

In the past, the public library has been very efficient at supplying information by organizing a relatively small collection of books and using them for reference or lending them for individual use. In the past the public's information needs were less complex and sophisticated. There was less mobility, less leisure time, less need for retraining. Communications were slower. There was a greater time lag from event or discovery to awareness and change. With the development of all the now familiar apparatus of modern communications such as TV, computers and satellites, the time lag has disappeared. The population "explosion" has preceded the information "implosion" or the instant awareness of events, facts and discoveries by all but a few isolated individuals or societies.

The public library movement has been talking for years about its potential as an information and resource centre but few libraries have sought to develop this potential by studying needs continually and by updating resources and methods of moving information. Our attempts to find out who are our present or potential users have not influenced our method or changed our stock of information very much.

* "Widening the Circle; Libraries for Tomorrow." Interim Report of the Governor's Task Force to Study Library Service in Maine, 1971, p. 1.

> When we step aside and take a detached view of the public library in the late 1960's, what do we observe? Essentially here is the same agency passing out the same old wares at the same old stand as twenty years earlier. The present analysis suggests that libraries have made scarcely any discernible adaptations; to their communities and to the changes which twenty years have wrought in them, to the differences in needs and interests of library patrons which the passage of two important decades has influenced, and have instituted virtually no variation to entice those who did not then, and still do not, use the public libraries of their communities.*

Without labouring the point further it must be obvious that public use of and need for information have changed as have the techniques for moving information.

Besides the local needs which distinguish each community, there are a few kinds of information every North American city dweller seems to require for everyday living. It is the material to service these needs that should receive high priority in the acquisition programme of every urban public library. In an excellent study, "Information Needs in Urban Areas", by Henry Voos, published by Rutgers University Press in 1969, we can get some help in isolating the more important subjects to be emphasized today.

A. Consumer goods and services including food, apparel and other items which must be purchased (comparative price and quality, sources, credit, labelling, social agencies, government programmes etc.).

B. Housing and transportation (cost and availability, education facilities, transportation costs and availability, zoning, development plans, by-laws etc.).

C. Educational opportunities available for training, retraining to provide upward social mobility (clubs, citizens' groups, informal and formal courses etc.)

* Bundy, M.L. "Factors Influencing Public Library Use," Wilson Library Bulletin, 42:381-2 (1967).

D. Medical information (availability of doctors, hospitals, clinics and drugs, birth control and the recognition of symptoms).

These important information groups could,of course, be expanded much further and others added to meet local requirements of the Vancouver Region. Also it is essential that there be a regular review of the data being used, in order to maintain its reliability and that such an information service be integrated with a referral service to direct inquiries to specialized collections wherever located as well as to resources maintained centrally. In the case of smaller libraries and branches, such a public information centre might operate almost entirely on a referral basis. In the G.V.R.D. a heirarchy of information centres based on the Vancouver Public Library and the New Westminster Public Library should be organized with local centres operating in the other municipalities.

In summary it is recommended that public libraries develop community information services separately from traditional reference services and develop both in response to community needs. Direct information services provided should not duplicate those organized by other community organizations but should be coordinated with them and should stress referal techniques.

4. The Book Collections

Although our terms of reference do not include an evaluation of the collections of the public libraries of the Region, we did try to establish the strengths and emphases of these collections in a general way in order to indicate the richness of resources available, the need for sharing and cooperative collection building and the importance of the holdings of the Vancouver Public Library and all public libraries, university, college and special libraries in the Region.

Even a superficial survey of the library resources of the G.V.R.D. indicates an urgent need for taking stock. Once all staffs are aware of what and how much is available and where the gaps and soft spots are, a programme of cooperative accession can be planned. Up to now, U.B.C., V.P.L. and to a lesser but growing extent S.F.U. have provided in-depth resources to students and the general public in the Greater Vancouver area and within the Province. Along with U. Vic. these institutions have represented British Columbia in the growing national network. However, there is little coordination in this effort and the full extent of the

resources available is not known. (For a fuller discussion of inter-library lending see "Sharing Resources and Cooperation")

There are 1,523,000 volumes available to the people in the Metro region through their public libraries (the total stock of the Fraser Valley Regional Library is included because it is available through branches within the G.V.R.D.). However, there is considerable duplication of titles in this total. In the study conducted by Dr. Ron Hagler in 1968 of 1967 imprints added to B.C. public libraries between January 1, 1967 and April 3, 1968, it was shown that among the 1967 titles added to libraries in the G.V.R.D. there was 49% duplication (only 22% were held by V.P.L. only). In a sampling of titles added to one subject division and one branch of V.P.L. from March 1, 1971 to July 31, 1971, it was found that 62% were duplicated in Burnaby, 60% in New Westminster, 40% in North Vancouver City and 42% in North Vancouver District.

Table G: Collections and Circulation for Public Libraries in the G.V.R.D. - 1970

Library	Population Served (1) 1970 (est.)	Volumes 1970	Volumes Added 1970(3)	Volumes per Capita	Records	Films 16mm.	Periodical Titles	Total Circulation	Cir. per Capita
Burnaby	130,000	214,348	2,836	1.6	26	-	165	1,041,721	8.0
Coquitlam (2)	55,000	32,982	16,388	0.6	315	-	275	123,916	2.3
North Vancouver Cty	30,000	57,009	7,324	1.9	-	-	140	273,044	9.0
North Vancouver Dis	57,673	76,842	6,915	1.37	-	-	96	530,488	9.2
New Westminster	42,800	83,038	4,175	1.94	3,256	-	209	445,584	9.7
Port Moody	10,000	),123	1,300	1.0	-	-	12	43,335	4.3
Vancouver	450,000	646,167	21,518	1.4	-	-	3,298	4,017,475	8.9
West Vancouver	36,000	89,619	712	2.5	1,485	-	78	630,461	17.5
Fraser Valley	283,897	314,730	16,636	1.1	72	950	160	1,999,255	7.0
	1,095,370	1,522,857	77,804	1.4	5,154	950	4,433	9,105,279	8.3

Notes:

(1) Population served supplied by the library.

(2) The Coquitlam Centennial Community Library is a school library servicing the general public which began as such in late 1969. The circulation figure excludes periodical and A-V loans (A-V material may only be used in the library)

(3) Volumes added is the net gain after discarding etc.

The total bookstock available represents 1.4 volumes per capita (including the population of the Fraser Valley). Taken individually, the libraries concerned have a per capita stock ranging from 0.6 in Coquitlam to 2.5 in West Vancouver. Comparing the holdings of individual libraries with the minimum standards recommended by the Canadian Library Association, 1969, the experience formulae as interpreted by Wheeler and Goldhor in "Practical Administration of Public Libraries," in 1962 and the L.D.C. Quantitative Standards, 1968, it can be seen that there are erratic variations in the provision of bookstock.

Table H: Bookstock Compared with Minimum Standards

Library	1970 Vols. Per capita	C.L.A. Std.*	Wheeler & Goldhor	L.D.C.**
Burnaby	1.6	1.75-2	1.75-2	-
Coquitlam	0.6	1.5-2	2.5-2.75	-
N. Vanc. City	1.9	-	2.75-3	2
N. Vanc. Dist.	1.37	1.5-2	2.5-2.75	-
New Westminster	1.94	-	2.5-2.75	2
Port Moody	1.0	-	2.75-3	2
Vancouver	1.4	1.25-1.5	1.25-1.5	-
West Vancouver	2.5	-	2.5-2.75	2
F.V.R.	1.1	1.25-1.5	1.25-1.5	-

* For libraries serving over 50,000 population.

** For libraries serving up to 50,000 population.

Only Vancouver and West Vancouver meet the standards applicable and north Vancouver City, New Westminster and Port Moody fall below the minimum standards set by the Library Development Commission for communities under 50,000 population.

Of course judging the value of library collections by size is only meaningful if one assumes a high selection standard, an awareness of the needs of the population, an adequate

budget over a number of years and a willingness to search out controversial and unusual material. To evaluate any of the collections covered in this study would require a subject check of recent and past accessions with particular emphasis on duplication of important standard and current circulation material, and on the duplication of reference resources. A check of the proportion of non-fiction to fiction of reference to circulating, science to humanities etc. would be required to complete any evaluation.*

Since no coordination of accessions has been attempted since 1967, we can assume that one half of all titles purchased by any one library are also purchased by at least one other library in the Region and this includes all specialized titles purchased by V.P.L. for its subject divisions. (Duplication of more popular titles would be much higher). When one links this duplication with the low standard of volumes per capita, the inescapable conclusion is that co-ordination of book selection in any subject field would reduce the high cost of duplication and enable book budgets to be spent more wisely on a wider Regional selection. At the moment each library is attempting to provide a complete collection on its own. — a hopeless task considering the spectrum of choice available and the variety of sources;

In regard to periodical titles, again one can compare holdings with the minimum standards adopted by the C.L.A. in 1967 and by the A.L.A. in 1966. We find that only Coquitlam and Vancouver surpass the minimum standard for populations over 50,000.

Table I: Periodical Holdings Compared with Minimum Standards

Library	Periodical Titles	C.L.A. Std.	A.L.A. 1966*
Burnaby	165	300-500	520
Coquitlam	275	200-400	220
N. Vanc. City	140	-	120
N. Vanc. District	96	200-400	230
New Westminster	209	-	171
Port Moody	12	-	40
Vancouver	3,298	1,000+	1,800
West Vancouver	78	-	144
F.V.R.	160	1,000+	1,135

* It is ourunderstanding that V.P.L. is considering a survey of its collections. It would be our hope that such a survey could include, at least in a general way, some evaluation of the collections of other public libraries and at least an assessment of the strengths of the principle special and college libraries in the Region.

**At least one currently published periodical title for each 259 people.

New Westminster has an adequate number of titles but all other libraries appear to subscribe to far fewer periodical titles than recommended. In our experience much of the value of public library service in terms of current information, opinions and contemporary culture depends on the provision of periodicals. Special libraries, government, university and college libraries generally regard periodicals, serials and other similar materials as the most important sources of current information. Periodicals are just as important in public libraries if the information role is considered as important as the archival role. It is our recommendation that periodical holdings be greatly increased in all G.V.R.D. public libraries, that, considering the annual expense of subscription renewals, periodical resources be shared and that a policy covering the length of time back files are stored be worked out jointly.

The use made of the book collection on a per capita basis is high for the whole region. The standard circulations per capita recommended by Wheeler and Goldhor are exceeded by North Vancouver District, New Westminster, Vancouver and West Vancouver, whereas Burnaby and the Fraser Valley equal the standard and Coquitlam, North Vancouver City and Port Moody are below. Although such a standard is useful in measuring work load and is a reflection of comparative performance, circulation use is not a good indication of a library's worth. However circulation on a per capita basis does vary rather widely among the surveyed libraries from a high of 17 in West Vancouver to a low of 2.3 in Coquitlam perhaps reflecting the differences in accessibility and resources available. The Vainstein Report, Appendix C, reported that 9.2% of the total users responding to a library use survey "said they lived outisde the municipality whose library they were using when answering the questionnaire". Although this is an interesting figure it was more important for the purposes of this study to ascertain the non-resident use being made of the Vancouver Public Library. With the assistance of Mr. Mel Andelman, Systems Analyst of V.P.L. a short user survey of the main branch was conducted from June 11-15th , 1971. Place of residence of users was tabulated at the circulation desk by a check of a sample of membership cards, at the telephone exchange and at the desk of each of the subject divisions.

A Summary of Results are as follows:

21% of book borrowers were non-residents of Vancouver, 34% of all telephone enquiries were from non-residents of Vancouver, 23% of subject division use was by non-residents of Vancouver.

Non residents used the Business Division more than the others (36% of the users were non residents) and,as could be expected,users came from all G.V.R.D.Communities with North Vancouver residents leading followed by Burnaby, West Vancouver, New Westminster and Richmond. Considering the large distances, the travelling time required and population difference between Vancouver and the other communities this is a high percentage of non-resident use. It seems the main library of V.P.L. is attracting users from every corner of the Regional District to its specialized collections and serving as the major resource centre.

5. An Indication of Current Relevancy of the Collections

We have indicated that there is very considerable duplication of current acquisitions and that coordination cannot take effect without a system approach to library service. Also, it is important that these collections should offer a wide choice of material, and reflect many points of view in order to present an up-to-date view of the modern world. We believe that a public library, if it is to escape its lingering reputation as a place where one goes "to get a good book to read.", must not over-emphasize middle-of-the-road books, the middle class point of view or only the most widely accepted cultural values. The public library must also make available through the material provided, radical ideas, avant-garde and creative works, fads, new customs and books and periodicals that are not generally available on the news-stands. Sincerity of purpose should be the chief criterion for selection. Such material may prove to be ephemeral but it must be available at the right time if the library is to reflect its environment.

In an effort to test the relevancy of the general book and periodicals collections we used a periodical list and a book list as described below. All collections were checked in July, 1971, and "on order" titles were not included. The lists used are included in the study documents available.

A list of current periodicals - List A.* (195 titles)

The titles listed deal with issues of the day, urban problems, the social, technical and scientific fields, the arts, the humanities and such important problems as race relations, war and peace, human rights, welfare, drugs, ecology, birth

* Composed by Mrs. Susan Klement, a library research worker with a special interest in little magazines and periodicals.

control etc. The list was checked with the holdings of the Cedarbrae District Library of the Scarborough Public Library to measure its relevance to a large suburban branch* and finally reviewed by Professor Marshall of the University of Toronto School of Library Science.

A Checklist for the Seventies - List B.** (287 titles)

The purpose of this bibliography of relevant books is similar to that of the periodical list with the addition of works that are of particular interest to young people.

Neither of the above lists is definitive in any way nor are the individual titles necessarily recommended by us. They constitute a sampling of available material which, when checked against the holdings of libraries of various sizes, can produce worthwhile conclusions as to the comparative value of these libraries as community resource centres.

* Cedarbrae subscribes to 135 of the titles listed.

** Selected by Mrs. Anne Leibl, assistant for research and adminstration to the Chief Librarian of the University of Toronto and a student of the underground press of Canada. See Canadian Library Journal, Jan.-Feb., 1970, and The Library Journal, March 1, 1971.

Table J:

Summary of Checklist Titles Held by G.V.R.D. Libraries

Library	List A 195 Titles	% of Total	List B 287 Titles	% of Total
Burnaby	104	53	213	74
Coquitlam	94	48	155	54
North Vanc. City	41	21	147	51
North Vanc. Dist.	43	22	127	44
New Westminster	85	44	134	47
Port Moody	11	5.6	36	13
Vancouver	163	84	237	83
West Vancouver	38	19	118	41
F.V.R.L.	55	28	194	68
Cedarbrae	135	68		

Comments on Holdings of Titles on List A

When the holdings of the 9 libraries were consolidated on one list, it was found that:

9	titles	were	held	by	9 libraries
7	"	"	"	"	8 "
10	"	"	"	"	7 "
12	"	"	"	"	6 "
21	"	"	"	"	5 "
23	"	"	"	"	4 "
24	"	"	"	"	3 "
26	"	"	"	"	2 "
40	"	"	"	"	1 library
24	"	"	"	"	none

Of the Canadian titles, 5 were hold by none. Of the United States titles, 15 were held by none. Of the United Kingdom titles, 1 was held by none.

All the titles duplicated by 9, 8, 7 or 6 libraries are popular mass circulation magazines that are easily available at news stands or free from the government and more of the titles held by 1, 2 or 3 libraries are most expensive, quite specialized and heavy on information and opinion (e.g., The Gramophone, I.F. Stone's Weekly, Journal of Canadian Studies, Modern Age, Progressive Architecture). In our opinion these results should be reversed so that users can expect to find journals which are expensive and/or specialized in most local libraries.

Of the 24 sample periodical titles that were not available in any public library in the G.V.R.D. we feel that the following titles should be represented in at least 1 or 2 libraries: Black Liberation News (Canadian), Changing Education, Ekistics, Emotionally Disturbed Children (Canadian), Futures, Jewish Press, Omphalos, Manitoba Newsletter, UNESCO Quarterly, Velvet Fist (Canadian) and The East Village Other.

Coquitlam had the best collection in terms of variety and minority opinion considering its size and of the titles held by only 2 libraries most were held by Burnaby and Vancouver.

Comments on Holdings of Titles on List B

The bias of this bibliography is toward recent works that have been or are trend-setters particularly among those under thirty who may be creative, practical, political, aesthetic and aware of the issues of the day.

There was less duplication of titles in List B; only 22 titles were held by all 9, only 30 by 8 and 37 by 7 libraries. The median number of titles duplicated is 5; the subject categories in which the heaviest duplication occurred were Economics and Business, Fiction, the Arts and Social Science. The categories least duplicated were Literature and Technical.

There were some surprising omissions from all or all but one library.

Kent and Cooper. Simple Printmaking.
Davidson. Using the Cuisenaire Rods.
Warhol. A novel.
Chayefsky. The Latent Heterosexual.
Herbert. Fortune and Men's Eyes.
Amina Shah. Arabian Fairy Tales.
van Italie. America Hurrah.
Vishnudevananda. Complete Book of Yoga.
Divoky. How Old Will You Be in 1984?
Farber. The Student as Nigger.

Mosca. The Ruling Class.
Lingo. Syllabus of Survival.
Fitch and Walsh. Agenda for a City.
Krappe. The Science of Folklore.
The Perfumed Garden of the Sheikh Nefzaoui.
Chase. Field Guide to Edible and Useful Wild Plants of North America.
Knott. Handbook for Vegetable Growers.

Our impression is that all libraries are competent in maintaining collections of books relevant to the contemporary scene, but less competent in their provision of periodicals.

It is recommended that a system approach to resource building emphasize the need for relevant collections of material not easily available because of source or price and place less emphasis on popular books and periodicals.

Table K: G.V.R.D. Libraries' Holdings of Checklist B - Relevant Books

	Totals Held	Arts	Econ. & Bus.	Educ.	Fic.	Lang. & Comm.	Lit.	Phil. & Relig.	Pol. Sci.	Sci.	Soc. Sci.	Tech.
Total Titles		23	11	17	31	2	18	21	44	21	77	22
Burnaby	213	17	10	15	26	1	12	14	27	17	59	15
Coquitlam	155	9	8	6	22	2	8	10	30	14	39	7
North Van. Dist.	127	7	7	7	15	2	8	8	11	13	38	11
North Van. City	147	10	7	6	21	1	8	10	18	13	44	9
New Westminster	134	9	8	8	15	2	7	10	20	13	34	8
Port Moody	36	-	5	-	4	1	1	1	5	4	14	1
Vancouver	237	22	10	15	26	2	13	17	39	15	62	18
West Vancouver	118	7	7	8	16	-	7	9	16	12	28	8
F.V.R.L.	194	11	11	10	25	2	8	14	28	14	56	15
Titles held by 9 libraries	22	-	4	2	-	-	-	1	4	3	8	-
Titles held by more than 1 library	245	20	11	14	28	2	12	17	37	18	68	18
Titles held by 1 library only	26	3	-	2	-	-	4	2	3	2	6	4
Titles not held by any library	16	-	-	1	3	-	2	2	4	1	3	-

6. The Use of Non-Print Media

Libraries must pay less attention to the package in which information is wrapped and more to the content. The borrowing and reference use of books will always remain important but of equal importance is the use of other packages of information such as 16mm and 8mm films, recordings of various kinds, pictures, television programmes, discussions, exhibits, etc.

It is in the provision of the newer media that the libraries of the G.V.R.D. are sadly lacking. Only New Westminster has a collection of phonograph recordings for home use free of charge. Their expenditure on recordings in 1970 was $1,600.00. West Vancouver has a collection of 1,500 discs for use in the library only but spends $300.00 per year to maintain the collection, not enough to prevent its deterioration. The people of Coquitlam have access to a good collection of A-V materials in the Coquitlam High School and community library, but only for reference purposes, and F.V.R.L. has a small collection of language records loaned from its headquarters on request. Burnaby has applied for an L.D.C. grant of $9,000.00 for an inititl collection of recordings and V.P.L. will spend about $1000.00 for an initial collection of 100, 8mm films for the Kerrisdale Branch in 1971.;

In regard to 16mm films the picture is bleak indeed. Outside of Coquitlam's reference collection in the High School, and 50 films mostly in the Fine Arts and Music Division of Vancouver Public Library, only the Fraser Valley Regional with 314 reels can offer a reasonable selection of educational films for individual and public use. Most libraries make use of films in connection with library extension programmes but they are obtained from other sources when needed.

Apart from the few examples cited, the libraries of the G.V.R.D. have concentrated on building collections of print materials. In some cases this is the choice of the librarian and the board, in others non-book material has been neglected due to the exigency of meeting traditional demands with limited funds. In the race to keep up there has been little opportunity to assess public need for non-print materials or to experiment with such materials.

The use of non-print media by public libraries involves a concept of the institution as an information and resource centre in which the emphasis is on content rather than form.

The arguments for the use of a variety of materials in libraries are well known. It is obvious to us that the effects of restricting resources to books, periodicals, documents and other forms of print will restrict the effectiveness of the library in today's urban milieu. Sociological and educational theory aside, one need only point to the success of such examples as the London Public Library and Art Museum, the library systems of Metropolitan Toronto, the Edmonton Public Library, the Regina Public Library and many others to underline the growing importance of films, recordings (tapes, cassettes and discs), art reproductions, television and the facilities for their use both in the building and at home. For instance, in 1970 the public libraries in Metropolitan Toronto loaned 82,777 16 mm films to the public in addition to the large number of showings and previews held in the libraries themselves. The total film collection available via the teletype network is about 8,000 reels. Increasing use is being made of reel to reel and cassette tapes, video recordings and ETV and in some cases 20% to 30% of the library materials budget is being; spent on non-print media.

In the G.V.R.D. other institutions have been filling the gap in the provision of A-V services to the public, services that in most urban areas are supplied through the public library systems.

Capilano College, Simon Fraser University Communications Centre, the British Columbia Institute of Technology and the University of British Columbia all provide a limited service to the general public. In 1972 Capilano College intends to encourage public use of its Media Centre which houses a small but excellent A-V collection. The University of British Columbia, with 1,300 films in the Extension Department and 16,000 recordings in the north wing of the university library, offers a comprehensive lending service to the public for a yearly fee. Simon Fraser circulates to students 1,400 tapes of lectures each month, has produced 108 special purpose films and operates extensive A-V facilities for the University. This institution seems willing and anxious to work with the public libraries toward wider community access. The regional office of the National Film Board, although not primarily in the film lending business, distributes from 500 to 600 reels of 16mm film per week. Their busiest week has seen 828 cans of film leave the office for use all over British Columbia. The NFB office estimates that 80% of all loans are to schools, colleges and universities with only 20% going to community groups. NFB centres in other parts of the Canada lend roughly 55% to educational institutions and 45% to community groups. This unusually high school use is probably due to a lack of films in high schools and the light promotion of

community film use by many public libraries in the province. Generally speaking, the Lower Mainland is lagging behind the rest of the province in film promotion and use except for the Fraser Valley Regional Library (particularly the Whalley Branch).

Other private and public organizations offer public A-V services to fill general or special needs. The YM and YWCA's Metro Media Centre makes great use of film and other media for its social activities, the Vancouver Film Council has supplied a public film service for many years and the A-V Services of the Provincial Department of Education are available to the public.

The British Columbia Institute of Technology Information Resource Centre has a collection of 99 master tapes, 73 lecture/study tapes, 103 film loops and 550 16 mm films primarily for student and faculty use but its quite willing to extend use of these materials to the community through public libraries. In addition the Centre has at its disposal a fully equipped TV production studio which public libraries could use for recording or producing educational programmes.

As one can see, A-V service in Greater Vancouver is fragmented. All agencies operate independently. There is, for instance, no "one stop" source for 16mm film needs. This is a pity for such service lends itself to centralization because of high unit costs and problems of previewing, collection maintenance and the public need for selection assistance.

One of the first priorities of the public libraries of the Region should be recognize the unique contribution which can be made to library resources by non-print materials. Boards, in allocating funds for this purpose, are not neglecting books but supplying additional educational opportunities to children, youth and adults. Books always will fulfill a special purpose but films and recordings in all forms also have a special purpose. No public resource centre is complete without access to a range of print and non-print media.

It is recommended that collections of non-print resource, be organized in each public library in the region, that a central collection coordinated with the local ones act as a regional audio-visual centre for the maintenance, previewing and selection of these resources as well as an audio-visual information centre for libraries and the public and that a union list of all A-V materials with locations be issued by this centre.

The Equipment such as projectors, players and recorders can be decentralized and located in each library for convenient public use. Maintenance of the equipment is best arranged commercially by contract. (For the administration and financing of the A-V Centre see Development Plan, Part VII).

7. Sharing Resources and Cooperation

Inter-library lending of material between the public libraries of the G.V.R.D. is not heavy. For instance, Burnaby borrowed 100 items in 1970 but lent none. New Westminster borrowed 98 mostly from Vancouver and lent 17 books. West Vancouver borrowed 25 and lent 37 items. The libraries in the Fraser Valley system borrowed 75 books. North Vancouver District borrowed 29 and lent 6 and North Vancouver City borrowed 58 and lent 13. The Vancouver Public Library does more inter-lending of material than all the other public libraries combined. In 1970 1,424 books, photo-copies and microfilm reels were lent to other libraries and 234 items were borrowed. About one half of all loans were sent to institutions outside B.C. and over half of all items borrowed came from institutions outside the province. Within the Regional District, V.P.L. lent only 540 items to all institutions and borrowed 54. Within the District the two universities accounted for most of the interloan traffic with V.P.L. The National Library and the Metropolitan Toronto Central Library were the best interloan customers inside or outside the District in 1970. None of the public libraries has a Telex unit and none is a member of the Pacific Northwest Bibliographic Centre.

Table L: Vancouver Public Library, Interlibrary Loans 1970 (including photocopies)

		OUT	IN
G.V.R.D. Public Libraries			
	Burnaby	66	3
	Coquitlam (District	3	
	Fraser Valley	42	
	North Vancouver City	43	
	North Vancouver Dist.	19	
	West Vancouver	17	
	New Westminster	64	
	Port Moody	2	
Total		256	3
Academic Libraries			
	UBC	80	43
	SFU	121	1
	Capilano	1	
	BCIT	7	
Total		209	44
Special Libraries			
	Government	36	6
	Private	39	1
Total		75	7
Other British Columbia			
	U. Vic.	16	4
	Van. Is. Reg.	64	
	Vic. P.L.	11	3
	Other	88	

..../

Vancouver Public Library

Interlibrary Loans 1970 (including photocopies) (contd.)

	OUT	IN
Other Canada	597	153
Pacific Northwest (U.S.)	71	12
Other Foreign	35	8
Grand Total	1,422	234

In contrast, the University of British Columbia lent 20,761 items to other institutions during the year 1969-70 year and borrowed 4,060. The chief borrowing customer was Simon Fraser University and then the B.C. Medical Library Service. Only 128 items were lent to B.C. public and regional libraries and 43 of these went to V.P.L.

It can be seen that inter-library lending between public libraries in B.C. and within the G.V.R.D. is not well developed. Even the Vancouver Public Library's inter-library lending and borrowing work load is less than 6 items per day.

The sharing of resources in this large urban area is,in our opinion,most important since most people even with greatly improved transportation facilities, will expect to obtain special material through their local library.In any case no one library can ever expect to satisfy all demands. The availability of an efficient well-promoted free inter-library lending service would be of immense value to scholars, teachers, businessmen, all specialists and to those whose interests transcend the popular and the ordinary, in a sophisticated urban society this is just about everyone. In our visits to the libraries of the District we were told that there was little demand for interloan services but hardly anywhere were such services actively promoted. On the contrary, some libraries discouraged the public from requesting material not readily found. Of the nine public libraries investigated only the Coquitlam Centennial Community library and the Fraser Valley Regional offered an unrestricted free

interloan service to its users. All others restricted the service to non-fiction, foreign and specialized material or materials for "serious study." Two libraries, Burnaby and North Vancouver City, recover mailing charges from the borrower and West Vancouver charges a 50 cent fee per item for the interloan service.

It is most important that the library user with a specific request be given extra attention including unrestricted interloan service. A dependency on the collection at hand even in the largest library creates frustration and turns people away from the public library as a source of anything but popular reading. In our opinion the practice of changing cannot be justified for any reason least of all as a source of income for the library.

In talking to U.B.C., S.F.U., B.C.I.T. and other non-public libraries, we were told over and over that there would be no restriction to lending to a public library should the request be made. Some material might be restricted to use in the receiving library only but all were quite willing to trust an established library with their resources.

In setting up an interloan network the first step is to hold talks between the concerned libraries to reduce barriers, establish policies and work out efficient handling methods. Some libraries like U.B.C. and V.P.L. will bear the main burden for many years but in the long run, with a cooperative acquisitions plan, other library collections such as S.F.U., New Westminster Public, the British Columbia Institute of Technology, Burnaby Public and Vancouver City College will grow in size and specialization and will assume the responsibilities of a lending rather than a borrowing institution.

Any successful interloan scheme between urban libraries requires an efficient method of finding out what is available. The organization of a bibliographic centre with a union catalogue is the conventional method, but the development of a closed-circuit teleprinter network whereby each library requests material or information from the others directly via teletype can by-pass the need for an expensive union catalogue. Such a system is capable of handling a large volume of transactions every day and if it becomes overloaded further mechanization can be considered (for instance if coupled to a computerized exchange each message can be routed to the library most likely to satisfy the request). The simple device of a teleprinter together with the use of a daily delivery vehicle between all members of the network would make efficient use of the combined library resources of the

G.V.R.D. and would eliminate the slow mail delivery of request forms and filled orders.

It is recommended that talks between the university, college and public libraries be held as soon as possible and that an inter-library lending policy be approved that will be linked with the existing Telex and delivery system at present operated in Greater Vancouver by the universities. It is also recommended that the public be encouraged to use the scheme through a vigorous promotion campaign and the abolition of all restrictions and charges. This recommendation need not await the formation of a library system to be implemented.

It would be logical if all public libraries funnelled their unfilled requests through the Vancouver Public Library, which would act as the resource library for such requests and would pass on all unfilled requests via a teleprinter to U.B.C., which in turn, has a cooperative interloan set up with S.F.U. and U. Vic. If the universities cannot satisfy the public library request, then V.P.L. should forward it to the National Library in Ottawa for processing through the National Union Catalogue.

The Vainstein report and all surveys since 1927 have emphasized the need for cooperation and the sharing of resources particularly in the urban areas of B.C. Unfortunately, little has been accomplished among the public libraries of the G.V.R.D. up to 1970, although there are signs that attitudes are changing.

The 3 public libraries on the North Shore have made a modest beginning on a shared acquisitions programme. Before the end of 1971 the library membership cards of each will be accepted in the 3 libraries (this will also include the public service offered by Capilano College). North Vancouver District and North Vancouver City share large-print books and a laminator and are buying forms together; and all three are seeking to standardize routines and systems as much as possible.

In addition there seems to be an informal agreement that material or information which cannot be found locally be referred to the other North Shore libraries first before an interloan request is sent to Vancouver or elsewhere. Between New Westminster and Burnaby there is some informal cooperation and Port Moody has turned to Burnaby for professional advice on occasion. However, there has been only a modest

improvement in practical sharing and working together since the publication of the Vainstein report. Even the energetic efforts of a field worker of the Library Development Commission with an office in the Greater Vancouver area have not advanced cooperation very far.

In our view the most promising development to date has been the formation of the Lower Mainland Public Libraries Coordinating Committee, composed of board and administrative representatives of all public libraries and a representative of the School of Librarianship, with advice and secretarial assistance from the local field office of the Library Development Commission. In reading the Committee minutes to date it is surprising how many projects have been iniated in less than a year and how much information has been exchanged. Book discarding policies, Library Week, the Citizens' Conference, public relations, personnel policies, a union list of periodicals, government documents, a common procedural manual are some of the subjects considered for coordination and standardization by the Committee. Although most projects researched and reported on have not yet affected library service in the area, we feel that this Committee will, after a period of time, develop a good atmosphere of cooperation and devise ways and means of improving library service in the G.V.R.D.

There is no shortage of "system-wide" projects for the Committee to study and initiate. Before the important and hard problems, such as the exchange of reference information, centralized technical services, equalizing per capita costs, speedy inter-library lending, cooperative film service and the coordination of library planning, are tackled, the Committee can begin with some easier projects, such as a common library card for the G.V.R.D., standard open hours, common registration procedures, free use of all libraries by all residents of the District, a common policy in regard to visitor or transient use, the elimination of restrictions on loans permitted and a standard loan period, a common overdue charge schedule and a standard overdue routine, a common policy re periodicals and back files, etc. It is obvious that the former group of projects cannot be financed or administered by the Committee. These will require authority and staff as suggested later in the report, but the latter group of activities can be realized by Committee action once an atmosphere of cooperation is present.

PART IV

THE PUBLIC LIBRARY AND THE SCHOOL LIBRARY

As in most parts of the country, the question of the relationship between the school library and the public library recently has emerged as an emotional issue in British Columbia and in the G.V.R.D. The question has two important aspects. As school libraries develop in importance and are accepted as "the intellectual heart of the school" and become "resource centres" "instructional materials centres" or "media" centres" the effect on the public library will be great. Less stress will be placed, in the future, on service to the in-school child and consequently more time will be available for service to pre-schoolers, parents, the adult student, the businessman, the workingman, the people for whom public libraries were originally intended. Good school resource centres will stimulate new demands for information, resources, continuing education and a greater variety of media. These new demands will be most evident from the secondary and post-secondary students. The other main aspect is the question of the fuller use of community-supported educational space — the possibility of the school-housed public library as a substitute for the independent community public library. This second aspect involves local politics and efficient use of public funds and forces a wider debate of the role of the public library as distinct from the school library.

In several communities of Canada, the United States, Great Britain and Scandinavia there are examples of school-housed public libraries, but very few can be considered successful. In many cases the combination has resulted in a very good school library. In most cases, however, service to the adult public lacks depth or the site is inconvenient for evening or weekend use, or some other ingredient necessary for a successful public library operation is lacking.

Still, the physical integration of school and public library facilities appears logical and economical to many trustees, politicians and administrators. Both collect and distribute books and other materials and both are supported by the same taxpayers. The question is, will the public as a whole be better served by combining the two?

The library or resource centres of the elementary, junior or senior high schools, the trade, vocational or specialized schools and the library or resource centre of a city, town, district or region are only superficially similar. Their differences, on the other hand, are profound. They serve different purposes, use different resources, are run by staffs who are trained in different ways. They are responsible to different constituencies and authorities. Their organizational structures reflect their differing place in the community.

The School Library and the Public Library are both essential elements of the community. They complement each other. They supplement each other. Their coordination is important but in our opinion they should function separately if each is to be fully effective.*

The following is an attempt to define the goals and functions of the two in a way that will emphasize their complementary relationship in the educational community.

1. Goals and Functions Compared

The Public Library	The School Library
a. Purpose	a. Purpose
To acquire, organize and disseminate information, opinions and creative ideas.	To acquire, organize and disseminate all media of use in the formal educational process.
To supply the intellectual resources necessary to an understanding of universal and local issues	To supply the learning resources necessary to a total educational experience for "personalized learning."
To support the creative use of work and leisure time.	To support the needs of the students and staff of pre-university or college formal educational institutions.
To assist the process of social change.	To train children in the use of libraries.
To provide recreation.	
To train the public in the use of libraries.	

* See J. S. Church, Personalized Learning; recommendation 20, page 41.

Use of the public library is informal and voluntary. Individual or group use may extend from childhood to old age. The emphasis is on adult education, personal self-development and the improvement of the quality of life.	Use of the school library is both formal and informal. Individual or organized group use is closely linked to the school programme and may extend from kindergarten to university entrance.
b. Resources	b. Resources
Print and nonprint materials of all kinds for all ages. Popular and scholarly material on all subjects with a balanced selection of opinions.	Print and non-print materials of all kinds for students and teachers. Popular and academic material on all subjects encompassed by the curriculum as well as supplementary material of general interest to students.
Specialized books, documents, films, recordings, etc. reflecting the characteristics, interests, the past and future aspirations of the adult community which supports the library.	Specialized books, films, recordings, etc. reflecting the educational interests of the students and the institution in which the library is located.
Resources also include the equipment and facilities to ensure the efficient use of the resources and to enable the library to be used as an adult education centre, an information utility and a source of cultural enrichment for the entire community.	Resources also include the equipment and facilities to ensure the efficient use of the resources and to enable the library to act as a learning and study centre that contributes to the education process of the in-school student.
c. Organization	c. Organization
Public libraries vary in size and organization from large research institutions to small community branches, but all are linked together in municipal and regional	School libraries are only one of the facilities provided in the schools by the Boards of Trustees. The School Districts are responsible for the complete education of all children

systems operated by one-purpose library boards whole sole obligation is the management, regulation, control and development of library service for all.

d. Staff

Directed by a Chief Librarian or Director who is responsible to an appointed corporate board. The staff are professional librarians, library technicians, specialists in various disciplines, trades or techniques, and clerks. All are devoted to serving the community at large.

e. Place in the Community

For many years public libraries have been independent institutions supported by local appropriations and provincial grants. The public library is successful if it is linked functionally to the centre of the commercial, social and cultural life of the adult community. Public library buildings are best sited where a large shop would be successful. Open hours must be arranged for maximum accessibility. Evening and weekend service is essential.

up to the college or university level, and must provide a great variety of formal educational programmes and institutions for this purpose. Library service for adults is not an obligation of school trustees.

d. Staff

Directed by a professional librarian or teacher-librarian who is responsible directly or indirectly to the principal of the school. The staff are professional librarians, library technicians, teacher-librarians, or clerks. All are devoted to serving the students and staff of the school.

e. Place in the School

Schools themselves are generally located close to the homes of the students served. Although they may be near the commercial life of adults and used as a social and cultural centre, they are designed primarily for the formal education of the student and so are tied to a school location. The school library, to be most successful, should be located at the centre of all student activities. It must be able to adapt to the changing philosophy and needs of the school programme. Open hours of the school library must coincide with its use as a learning resources centre and a study facility.

It is our view that a school library and a public library can share the same space while serving these different goals and functions only with careful organizational and architectural planning. If service to the adult population or the in-school population is liable to suffer,physical integration should not be attempted. However both the school and the public library can benefit from closer cooperation and coordination.

2. Cooperation and Coordination

No community, large or small, should support a wholly independent public library. All public libraries should be a part of a system. Also, no Board of Education can afford a wholly independent school library. All school libraries can benefit from being in a system. The building of systems of public libraries and systems of school libraries and the coordination of the two within an educational jurisdiction should receive the urgent attention of library and school authorities in British Columbia.

There are many ways in which service to everyone can be improved by coordination:

a. The resources of both should be made accessible by the unrestricted exchange of print and non-print materials.

b. The high school library should be a constituent of any information network organized in the community by the public library (e.g. teleprinter circuit, inter-loan, sharing reference work, etc.).

c. Duplication of resources should be reduced by coordinated selection of materials and a recognition of the special nature of the collections and services of the school and public library.

d. Mutual use of equipment (A-V, copying and recording equipment and facilities, multi-purpose room, exhibition space) should be encouraged to effect economies, to increase mutual awareness and trade expertise.

e. School library materials might be ordered and processed by the public library under contract.

f. Bookmobile service might be provided under contract and at cost by the public library to schools without library facilities.

g. Joint school and public library staff meetings should be held regularly to discuss curriculum changes, the scheduling of student projects, media selection, special collections and services.

h. Joint school and library board meetings should be held at least once a year to establish an atmosphere and policy of cooperation.

The public and the school library must move toward greater involvement in the whole community to fulfil their differing purposes. But a savings to the taxpayers and benefits to all residents of the province will arise from meaningful cooperation between these two specialized library organizations and the development of complementary but separate programmes.

3. The Church Report and School Library Development

Until recently and with few exceptions the elementary and hi-h school libraries of the province were progressing very slowly up to and beyond the recommendations of the 1964 "Survey of British Columbia School Libraries."* In 1969 Mr. J. S. Church, Assistant Director, Professional Development, British Columbia Teachers' Federation, submitted a report on school libraries which has already had an influence on their direction, importance, content and organization.** The report is, in our opinion, an excellent one and is recommended to all public librarians. Many of the concepts apply with equal validity to the new role of the public library and many of the recommendations, if implemented, will affect the work of public librarians in the Province.

As elsewhere, school libraries in the G.V.R.D. generally are underdeveloped, short of trained staff, inadequately housed and short of funds. Little use is made of television in the

* B.C. Department of Education, Survey of British Columbia School Libraries. Victoria, 1964.

** Church, J.S. Personalized Learning; A Study of School Libraries and Other Educational Resource Centres in British Columbia. BCTF, 1969.

schools as yet. The failure to realize the standards recommended in 1964 is, as the Church report states, "a direct, though not the sole, cause of the tragic and extensive lag of practice behind the theory of 'the library as the undergirding for the entire curriculum.'"

School libraries are improving however, and particularly in the provision of multi-media resources are ahead of the public libraries. The Church report recommended the systems approach to the organization of school libraries and stresses the savings and efficiencies possible by establishing "Regional Resource Centres." Many of the ideas are familiar to public librarians and indeed were the result of talks with public librarians. Many of the conclusions of this report can be applied to public library organization with little translation from the context of school libraries. We support the Church report and urge the provincial government to coordinate its implementation with a similar development, for the adult and post-secondary student, of public libraries and "adult resource centres."

Within the school districts of Greater Vancouver, school library development at the moment is very uneven. Richmond, for instance, has no centralization or coordination of school libraries and no district resource centre. In Burnaby the teachers have been so dissatisfied with the lack of audio-visual facilities that they specified in their bargaining demands for their current employment contract that A-V facilities must be made available.

The District Learning Resource Centre in Port Moody for the school district of Coquitlam is a good example of such a facility, but the services provided are not available to students but are restricted to teachers. The book collection is about 8,000 volumes and the media service is well stocked (359, 16mm films, 1,700 film strips, 2,000 discs, 85 cassette tape players, etc.).

The Delta Resources Centre is expanding rapidly, pushed to some extent by growing teacher-pupil demand for books and A-V material. In New Westminster the Schools Resource Centre, although for teachers, is now housed in adequate quarters and is expanding its resources. There is excellent cooperation between the school libraries and the public library in all areas and a public librarian attends the school librarians' meetings.

The North Vancouver School District offers public service through its high school libraries upon request for any specific item and there is close contact with the public

libraries in the District. The library centre is multi-media and centralizes previewing of films, picture mounting, stand-by equipment and 1,400 professional books for teachers. Video equipment is expected this year.

In the City of Vancouver all books and other media for school libraries are processed at the Vancouver City College in Langara and there is a model children's collection to assist teachers. The professional library is housed separately. Formerly the Vancouver Public Library acquired and processed all school library books but this has been discontinued. Contact between the school board and the library board is, however, very close.

In the Killarney school a joint public-school library has been in operation for a number of years but the scheme is being reassessed. Sharing the collection, space and services for the two functions is proving to be difficult and adults are not visiting the school building as they would if the site was central to other activities such as shopping. In the West End on Denman Street a public library branch is being constructed as part of a community-education complex. The building, although separate from the high school, will house the school library on the second floor. This combination, a public library-housed school library, may prove successful because of the presence of a good public library site on a busy street together with other cultural-community uses of the area and the accommodation of the school and public library functions as separate but complementary elements of one space. It will be interesting to follow this unique form of cooperation for future guidance.

In Vancouver, arising from the Church report, a demonstration school library project is being set up in the Lord Selkirk Elementary School to demonstrate the possibilities of a multi-media collection with constant access for pupils and teachers. One of the purposes of this experiment is "to provide a means of testing the hypothesis that improved library services, improved quantitative standards and expanded school library facilities will facilitate growth of skills and concepts and the emergence of a lasting commitment to learning in pupils." This, too, should be watched and public librarians should cooperate with the British Columbia Teachers Federation in the operation and evaluation of this project.

In West Vancouver, a comparatively well-to-do area, the school libraries are suffering from recent budget cuts and there is only modest progress toward the multi-media resource centre concept. There is a great shortage of equipment.

We have very briefly cited a few examples of school library development to emphasize the variety of approaches to this service and the fact that school districts make a much greater use of non-book media and the systems concept than do the public libraries. There is in addition a tendency toward longer open hours and an increase in the use of school libraries by the general public. Most school officials seem to agree that the school and the public libraries have separate and complementary roles to play in education and express great willingness to cooperate on such practical matters as early notification of school assignments, inter-loan of material, sharing resources and general consultation. It is recommended that official contact, through inter-board and inter-staff committees, between the school and public library authorities be initiated to discuss mutual problems, means of coordination and to establish policies which will improve service to students and the public. It is further recommended that the separate but complementary roles of the school and public library be recognized by all levels of government.

4. The Centennial High School and Community Library, Coquitlam

Mr. Al W. Fraser, the school librarian, worked closely with John Church on the report mentioned earlier and has done a great deal to develop this school library as a service to the whole community since moving to new quarters in December, 1969. Although attempts were made before 1967 to pass a by-law for a public library in Coquitlam, they were not successful and the present arrangement, whereby the Coquitlam City Council pays the Board of School Trustees for the cost of public service through the school library, developed from the failure to establish a public library. In 1971 $100,000.00 was given the school board and $130,000.00 is expected in 1972, which represents an estimate of the cost of extra staff and materials to supply public service.

The library is an excellent example of a school library but use by the public is low (only 40% non-student borrowing of the book collections). The A-V collection, although a good one, is restricted to in-library use and so is little used by the public. One could say that the facilities provided for study are excellent but the orientation of the location, the staff and materials is, as it must be, toward high school student service. Since there is no public library board, there is no official community point-of-view in the decisions affecting the development of the service. The 32,982 volumes

in the collection represent only .6 volumes per capita, far below the 3 volumes per capita recommended as standard for the size of the community and the low adult use is reflected in a circulation per capita of only 2.3 as against the recommended standard of 9 per capita. One could question the wisdom of spending about $2.00 per capita on an operation that provides a limited adult service on a poor public library site apart from any commercial-retail activity, without effective budgetary control of the municipal funds supplied and,further,that is ineligible for the provincial grant or any aid whatsoever from the Library Development Commission.

PART V

THE FEASIBILITY OF CENTRALIZED TECHNICAL SERVICES IN THE G.V.R.D.

Technical services is one of the operations frequently given first consideration as a project for centralization among groups of independent libraries. It is one of a group of behind-the-scenes administrative activities common to all libraries, with a routine and assembly line character that could benefit from mass production and inter-library standards.

For our purposes we will define "technical services" to include all operations from coordination of materials selection to organizing the finished product for public use.

There is no single library activity that has been more thoroughly studied, analyzed, contemplated, argued about or abused than centralized technical service operations. We have seen big ones, small ones, highly mechanized and primitive examples producing both custom-tailored and standardized output.

In our opinion the advantages accruing to any group of libraries who wish to organize a central cataloguing and processing unit are not necessarily financial, and the idea should not be sold either to councils or library trustees solely as a means of saving money. In the best examples the advantages are administrative and result in improved inter-library lending and easier access to more library resources.

The arguments for and against centralized technical services are well documented and can be summarized as follows:

Arguments For:

1. Coordination of acquisitions through centralized selection can reduce duplication of resources and build up specializations.

2. Cost per item is reduced with one-time cataloguing and maximum copies processing.

3. Able and specialized cataloguers and expensive cataloguing tools are concentrated in one location thus improving standards.

4. Bulk buying of cataloguing and processing supplies will save money.

5. Shipping charges are reduced and discounts increased with consolidated ordering.

6. The duplication of files, office furniture and equipment is reduced.

7. A union catalogue with standard entries, subject headings and classification can be built up at the processing centre.

8. Cataloguing data and processed library materials are produced faster.

9. Cataloguing is more consistent and of a higher quality.

10. Mechanization and automation become feasible for a large operation which in turn can produce "spin off" benefits such as book catalogues, statistical analyses and instant billing.

11. Library staff and space are released for additional public service.

12. Centralized technical services can act as a unifying force to hold the library system together.

Arguments Against:

1. There would be loss of autonomy by participating libraries.

2. The size of the operation would create bureaucracy but would not guarantee efficiency.

3. The mechanized and assembly-line nature of the operation might preclude exceptions to speed delivery of items in high demand.

4. The coordination of ordering would impose a strict time limit on selection procedures.

5. Cataloguing and classification standards would, of

necessity, be geared to the largest library and would be too detailed for the smaller libraries.

6. Enforced uniformity of cataloguing and processing would require retroactive adjustments to the catalogues of most participating libraries.

7. Centralization would not cut costs or speed up the provision of books to the public because of the tendency toward a complex mechanized organization.

8. Since participating library staffs would no longer handle new accessions, they may not become familiar with their contents.

9. Commercial technical services operations and the availability of cataloguing data from the National Library of Canada and the Library of Congress render centralized technical services organized by groups of libraries unnecessary.

Before a decision on the provision of centralized technical services for any group of libraries can be taken the arguments for and against must be tested as far as possible by analysis and research. It might prove feasible to begin by sharing cataloguing data or it might be sufficient for V.P.L. to issue an accessions list of verified main entries with classification and subject headings or, if conformity and high use can be assured a G.V.R.D. processing unit housed in factory space might coordinate ordering and produce fully catalogued and processed, print and non-print library materials on a unit cost basis for public and school libraries.

Detailed predictions of costs, administration, capitalization, technique and the future needs of libraries in the area are required before a choice between the many alternative arrangements can be made. Within the time limits available for this study we were able to conduct only a very general test of feasibility on the assumption that, to be viable, any alternative scheme would have to include and be based on the cataloguing output of the Vancouver Public Library and be used 100% by the libraries of Burnaby, New Westminster, North Vancouver City and District.

On the suggestion of Mr. Mel Endelman, Systems Analyst of the Vancouver Public Library, and with an assistant to visit each library and compile the data collected, 255 non-fiction adult titles were selected from the V.P.L. "New Titles Added" lists for the months of March, April, May, June and

July of 1971. Only titles added to one of the subject divisions of the main library and a branch collection were selected on the assumption that such titles would probably be current selections and duplicated in one of the other libraries. These titles were checked in the records of the other 4 libraries for duplicated titles, for date ordered, received and catalogued, and for class number assigned. The following results indicate a high rate of duplication but a wide time span between date of ordering and date of cataloguing in all libraries. In addition, a large percentage of titles added to V.P.L. from March to July were not yet catalogued in Burnaby, North Vancouver City and District indicating a large backlog of current titles in these libraries. (Burnaby reported a 6 month backlog, North Vancouver City had about 300 volumes awaiting cataloguing and North Vancouver District 3,735 volumes in process at the time of our visit.) In regard to classification numbers it seems that differences occur most frequently between V.P.L. and New Westminster - 37% of the 157 duplicated titles.

Table M: Statistics Based on 157 V.P.L. Titles duplicated in Four Libraries. (All titles were catalogued in V.P.L. in 1971)

	Burnaby		New West.		North Van. City		North Van. Dist.	
Duplicated titles	98	62%	94	60%	62	40%	66	42%
Catalogues in 1971	20		35		3		9	
Catalogued prior 1971	22		26		12		4	
Call No. Same as V.P.L.	19		16		1		7	
Call No. Different from V.P.L.	30	19%	58	37%	13	8%	6	4%
Rec'd Not Yet catalogued	35		1		40		35	
Ordered in 1971	31		18		30		41	
Ordered Prior 1971	14		1		18		10	

Note: Discrepancies in figures occur for the following reasons:

Some items were received but will not be catalogued.
Some items were catalogued but order file not yet adjusted.

As it turned out technical service records were not available to enable us to establish the cataloguing delay in the surveyed libraries. In V.P.L. the delay is reported to be from 2 to 3 months from the date the book is received. Some libraries waited up to 10 weeks for Library of Congress cards to arrive. West Vancouver reported a one week delay in cataloguing and New Westminster appeared to be quickest at selection, ordering and cataloguing on the average.

Dr. Ronald Hagler of the School of Librarianship was interviewed and he agreed to summarize the findings of his 1968 study of the feasibility of centralized technical services for the public libraries of British Columbia and submit them in the form of a memo to this study. We have examined the figures and found the conclusions to be valid and most helpful. The full text is among the study documents and is available.

To summarize the opinions expressed in the memo and the significance of the statistics; it seems to be clear that in 1967, central cataloguing and processing in the G.V.R.D. could not have provided an economic advantage without co-ordinated selection and ordering because of the low number of titles ordered and processed at the same time. We believe this opinion holds true for 1971 as well. In 1967 it seems there was a high incidence of differences in classification numbers assigned - 41% of the titles checked in 15 libraries in B.C. Dr. Hagler believes that this high incidence would apply equally to G.V.R.D. libraries. As noted previously, our figures confirm this to be true in 1971 also, although we did not distinguish between substantial and minor differences in class numbers.

Based on the opinion expressed by the chief librarian of the G.V.R.D. libraries,Dr. Hagler's conclusions,and our sample test for duplicate titles, classification differences, and processing time lags it is recommended that centralized technical services should not be organized for public libraries in the G.V.R.D. without a thorough study of its feasibility and also that the acceptance of a single standard of cataloguing, administrative coordination of selection, ordering and the sharing of cataloguing data are necessary preludes to any centralized scheme.

In regard to the use of computers to store and retrieve cataloguing data and to produce book catalogues etc. we do not deny their usefullness for groups of smaller libraries but for urban libraries requiring detailed descriptive cataloguing and analytical subject access to large collections computers and data processing equipment should not be used before improved service and economics can confidently be forecast.

PART VI

THE FRASER VALLEY REGIONAL LIBRARY AND THE G.V.R.D.

Within the boundaries of the G.V.R.D. the F.V.R.L. operates 12 branches, 4 in Surrey, 5 in Richmond, 1 in Delta, 1 in Port Coquitlam and 1 in Whiterock. In addition there is a service provided in these areas by 2 bookmobiles. The collections of these branches total 147,000, or about 46% of the total bookstock of the regional library system. The circulation of books from these branches totals 1,049,000 approximately, which is about 52% of the total circulation of the Region. This relatively small area of the whole library region is increasing rapidly in population and will require more resources and facilities. It is bound to be more difficult for the F.V.R.L. organization to meet these demands without neglecting the more rural areas.

The amount assessed by the F.V.R.L. Board from the G.V.R.D. branches was $279,342.00 in 1971 or 62% of the total budget of the system. When the present per capita support for library purposes is worked out for all municipalities in the Fraser Valley Region it can be seen that the G.V.R.D. municipalities of Surrey, Delta, Richmond, Whiterock and Port Coquitlam have a higher per capita figure than the other municipalities in the Valley. Large grants of capital funds for buildings, bookstock and equipment have been required from these municipalities in recent years in an effort to keep up to their rapid development. Six new G.V.R.D. branches were opened in 1971 for instance. Of course part of the assessed funds go toward the financing of central regional services such as the ordering, cataloguing and processing of books, bookmobile service, interloan and reference service, delivery and film service.

If the G.V.R.D. branches of the F.V.R.L. operated independently costs would increase. More staff would be required and services now provided by the regional headquarters in Abbotsford would be required locally. It is undoubtedly cheaper for any individual library to operate within a system. The loss of these municipalities would, however, be a serious blow to the Fraser Valley System and many of its headquarters

services would be seriously dislocated. Nevertheless, the orientation of the people of these communities is toward the Greater Vancouver area and their needs and demands for library service are more complex and require easier access to more sophisticated resources and sources of information than do the people of the eastern areas of the F.V.R.L. system. The people of Surrey, for instance, are using the New Westminster Public Library in growing numbers. In 1968, 12.1% of the reference users were from Surrey and this percentage has increased since then. The Coquitlam Centennial Community Library reports considerable use by residents of Port Coquitlam and 3% of the use of the Vancouver main library is by residents of Richmond and White Rock.

It seems clear that library services in these Fraser Valley communities should be coordinated with the Greater Vancouver urban network. The Fraser Valley Regional Library, the oldest in Canada, was formed to serve small communities and rural areas and has performed this role admirably. The growth of large suburban populations could not have been predicted for the region in 1934. The separation of the five G.V.R.D. municipalities may, in the long run, relieve the F.V.R.L. Board from the pressures to meet the needs of an urban population that has already little in common with the rest of the Valley.

The Director of the Fraser Valley Regional Library has submitted a memorandum to this study in which the case for a new F.V.R.L. system based on the new Regional Districts in the eastern Valley is set out as well as the arguments for maintaining the present arrangement as a viable unit of service adjusted financially to provide more suburban resources for the G.V.R.D. municipalities. These points-of-view have been considered and should be closely studied by the Commission. Mr. Ley's memorandum is available as one of the documents accompanying this study.

It is difficult to justify the separation of the G.V.R.D. municipalities on financial arguments. Library service at the standard provided by New Westminster, Vancouver or Burnaby would probably be more costly but it would also offer access to greater resources. In addition the central services now provided by the F.V.R.L. could be provided by a new system of libraries based on a G.V.R.D. federation in which these G.V.R.D. municipalities would be partners.

It is our view that library service in Port Coquitlam, White Rock, Surrey, Delta and Richmond can best be developed in association with the urban municipalities of Greater Vancouver and we have made recommendations to this effect in the "Plan For Development."

PART VII

A PLAN FOR THE DEVELOPMENT OF PUBLIC LIBRARIES IN THE G.V.R.D.

1. Pre-Conditions for Library System Development

Before proposing a plan for the G.V.R.D., we would like to recommend the conditions that we believe will or should prevail before a library system can succeed in the Regional District. These conditions arise from our study of the area and have been explicit or implicit in the preceding chapters of this report.

a. The special importance of the Vancouver Public Library makes the further expansion of its central collection and an increase in the number of its subject specialists vital to the development of the system. It would make no sense for any library authority to try to duplicate or compete with this unique service. It is recommended that the V.P.L. main branch be designated as the Regional Resource Centre and that all library authorities in the region work toward a strengthening of its resources and that this invaluable facility be assisted by the Provincial government and the Regional District Municipalities so that its resources will be freely available to everyone in the G.V.R.D.

b. To a lesser extent the New Westminster Public Library is also of District importance and it is recommended that the New Westminster Public Library be developed as a secondary resource centre by adding reference resources, and by developing stronger subject specializations in cooperation with V.P.L. and the other public libraries with the financial assistance of the municipalities in the Regional District and the Library Development Commission so that its reference resources will be freely available to everyone in the G.V.R.D.
This library can do much in the future to relieve the present heavy dependency on the Vancouver main building.

c. It is recommended that the public libraries of the municipalities of Port Coquitlam, Surrey, Whiterock, Richmond and Delta be separated from the Fraser Valley Regional Library and develop an urban-oriented service as part of the G.V.R.D. system of libraries. This will cause temporary hardship to the Fraser Valley system which should receive special provincial assistance during the adjustment period as outlined in "Financing the System."

d. The predicted development of the municipalities of Port Moody, Port Coquitlam and Coquitlam indicates that their library service should be planned together. It is recommended that one library authority be established for these three municipalities under Section 56 of the Public Libraries Act and that a central library building be built in Coquitlam in a busy central location with the existing libraries in Port Moody and Port Coquitlam acting as branches.

e. We are assuming the eventual amalgamation of North Vancouver City and North Vancouver District. In the meantime the Boards of these public libraries should coordinate their services and programmes and together with West Vancouver organize one library service area on the North Shore.

f. It is recommended that the City of Whiterock obtain its library service from the library board of Surrey as soon as this board is established.

2. Integration or Federation

As we have indicated in Part I of this report, the future pattern of development in "The Lower Mainland" will favour an intensification of urban growth in the area defined as the G.V.R.D. This is a "natural" trend arising from a common economic base, the port activities and social and cultural attractions of the area. The planning and central services provided by the regional district level of government are designed to organize this urban growth as efficently and economically as possible.

Public libraries, supported by local taxpayers, have a local and a regional responsibility. However, to discharge these responsibilities efficiently libraries must be able to deliver the information and resources needed on the local level or refer their constituents to another source, there must be unrestricted movement of resources from library to

library, there must be a knowledge of what is available everywhere as well as total coordination and one standard of service.

The complete integration or amalgamation of all public libraries into one G.V.R.D. system could be one way to meet such responsibilities. Such a system could operate as does the Vancouver Public Library, but over the whole Region. More than likely, in time, a series of large libraries linked together could serve and be served by sub-branches grouped around each of them. The whole could be under the authority of the G.V.R.D. Library Board and administered centrally with one staff, one collection, one budget and one master plan. All funds could be collected by the Regional District Board on an equalized assessment basis from each member municipality. The central administration could act for the whole District in all arrangements made with other types of libraries, in all contacts with the rest of the Province or the country and the Library Development Commission would have to regard the District as one municipality.

In the regional concept of government as developed in British Columbia so far there is no precedent for such an arrangement. Even in the matter of hospitals, one of the "original" responsibilities of Regional Districts, there is still a large measure of local participation in their planning and operation. In any case, we consider the integration of existing libraries and library systems to be politically unrealistic at this time and the resulting loss of local involvement to be undesireable in an urban area with 15 communities of diverse size, wealth, level of development and character. It is our view that a federation of library authorities within the G.V.R.D. regional government concept provides the best opportunity to preserve local involvement and strengthen the services provided by all public libraries. It is recommended, after studying the community, the needs of its people, and the level of library services at present provided in the Regional District, that all residents would benefit and that public funds would be better spent with the creation of a Regional District library authority to administer a federated system of public libraries in the G.V.R.D.

3. The Objectives of a Library Federation

a. To ensure that the resources and services of all public libraries are available equally to all residents.

b. To ensure that public library collections are coordinated

and developed to eliminate unnecessary duplication, to build on existing strengths and specializations.

c. To provide central services to all libraries when such services will effect economies and improve efficiency.

d. To cooperate with the university, college, special and school libraries in the District to expand the network of service and resources available to the general public.

e. To develop and revise annually a Regional District plan of service agreed to by all public library agencies in the District.

f. To develop contacts with other libraries and library systems in British Columbia, in Canada and in the United States for the purposes of sharing resources and information.

g. To support research, experimentation and training programmes that will change techniques, services and attitudes in response to changes in the urban environment.

One could argue that these objectives could be attained voluntarily by the cooperation of the existing boards and staff through the mechanism of task forces and provincially-supported committees. If this were the case, more would have been accomplished to date by the Lower Mainland Public Library Coordinating Committee or by various informal alliances of libraries such as North Vancouver City and District or by Vancouver and Burnaby. The need for greater cooperation has been recognized since the publication of the Vainstein Report but the best intentions are often foiled by an enforced municipal independence for political reasons, by the protracted formal and informal agreement necessary to effect a minor change and by the insecurity implicit in such arrangements.

It is our opinion that all of these objectives require a formal organization with legal and fiscal authority independent of the local responsibilities of the existing public libraries. But, more important, all objectives require the wholehearted support and full cooperation of existing library boards, library administrators and the Library Development Commission.

It is recommended that the objectives of the G.V.R.D. library

system be understood and accepted by library boards in the area and the Commission before any steps are taken to give one body legal authority or system-wide library responsibilities.

4. Attaining the Objectives

In Part II we outlined the main purposes of the Regional Districts. When one applies these to an urban public library system one can see that they would be admirably served if the G.V.R.D. assumed responsibilities for such a system.

> Purpose number 1) provides for the representation of each municipality and electoral or unorganized area in any decision affecting library system development.
>
> Purpose number 2) allows the Regional District to provide wholesale library services to some or all municipalities after consultation and agreement by them.
>
> Purpose number 3) allows the Regional District to provide or arrange for library service in Buntzen, Bowen Island, Lions Bay, Barnston Island or Indian Reserves if requested.
>
> Purpose number 4) ensures that the cost of system-wide services provided will be spread equitably over the whole Region.
>
> Purpose number 5) provides for one borrowing agent as a source of capital for library buildings, expansions, renovations or new major pieces of equipment.

The question is how can the G.V.R.D. Board of Directors, a body of elected politicians representing the municipalities, develop a library system, in partnership with the municipalities, given the objectives listed. The pattern so far in the G.V.R.D. has been for the Board to make decisions based on study and advice received from bodies set up for this purpose or to exercise its authority directly. As far as we can ascertain, there are no independent boards or commissions governed by separate legislation but reporting to and financed by a regional district. In other words, a Regional District Library Board operating on a regional level in the same manner as a municipal library board would be a concept without precedent so far in the development of regional government in British Columbia.

However, it is our view that in the matter of library development there should be a body that is separate from but responsible to the Board of Directors of the Regional District; this body should have the authority to receive and spend public funds directly, to set policy for its operations, to deal directly with the municipal library boards and to operate services.

This new form of public library board could be set up by Provincial Letters Patent. An amendment to the Public Libraries Act would be necessary to establish the eligibility of the new board for provincial grants and to establish its relationship with the Library Development Commission.

It is recommended that the G.V.R.D. Board of Directors recommend to the Provincial Government that responsibility for the development of a public library system be made a function of the G.V.R.D.

and further

that,through an amendment to the Public Libraries Act and by means of Letters Patent, the Provincial Government, in consultation with the Library Development Commission, establish a Greater Vancouver Library System Board.

5. The Greater Vancouver Library System Board

The following are suggested responsibilities and powers of the G.V.L.S.B.

a. To attain and maintain the objectives agreed to by all municipal library authorities in the Regional District.

b. To be able to make rules and regulations for the guidance and functioning of the G.V.L.S.B.

c. To be required to produce and, after approval by the G.V.R.D. Board, account for an annual budget of funds needed for its operations.

d. To have control over the annual expenditure of funds allotted by the G.V.R.D. Board or in the form of provincial grants-in-aid from the Library Development Commission or received through the sale of a library service.

e. To have power to hire and remove its staff and prescribe rules and salaries.

f. To be required to report to and advise as requested the Board of Directors of the G.V.R.D. and to establish close liaison with the G.V.R.D. Planning Department.

In recommending the make-up of a Library System Board best suited to the context of regional government, the following factors were considered:

The estimated population of each municipality by 1981 and their relative importance by that date.

The key importance of the Vancouver Public Library as the main resource centre of the District.

The importance of the resources of the New Westminster Public Library.

The necessity of ensuring representation for people of the electoral and unorganized areas.

The need to encourage and sustain public library boards in Delta, Surrey and Richmond so that their separation from the Fraser Valley Regional Library will not leave them without local library service.

The inclusion of political representation by 3 members of the G.V.R.D. Board which would provide liaison with that body and its other activities.

It is recommended that the Greater Vancouver Library System Board consist of 11 members, representative of the G.V.R.D. and the municipalities, and made up of 7 selected from among the sitting members of the area Library Boards or groups of Boards as follows:

The Vancouver Public Library Board -	1 member
The New Westminster Public Library Board -	1 member
The Surrey Public Library Board -	1 member
The Delta Public Library Board)	
The Richmond Public Library Board)	1 member
The Burnaby Public Library Board -	1 member
The City of North Van. Library Board)	
The District of North Van. Library Board)	
The West Vancouver Library Board)	1 member

The Coquitlam, Port Coquitlam and Port Moody Union Public Library Board — 1 member

In addition 1 member at large would be appointed by the G.V.R.D. Board of Directors to represent the electoral areas--the U.B.C. Endowment Lands, Buntzen, Bowen Island, Barnston Island, the Village of Lions Bay and the Indian Reserves.

In addition the G.V.R.D. Board would appoint from its number 2 members, one of which would be a representative of the City of Vancouver.

The Chairman of the G.V.R.D. Board or his delegate would be an ex-officio member of the Library System Board.

Each member to have one vote and the terms of office and other procedural matters to be as set out in the Public Libraries Act.

The Board would elect a chairman and a vice-chairman, appoint committees and hire a Director who would be a qualified librarian with experience in the administration of a library system and who would be the chief executive officer of the Board.

6. Regional Functions of the Library System Board

One of the first tasks of the Library System Board and the Director would be to establish, in consultation with the public libraries, which District-wide services should be undertaken and to establish priorities.* On the basis of our investigations it is recommended that the following services and activities including some problems which will require further study be accepted as functions of the G.V.L.S.B. for first consideration: (arranged in priority order)

a. A communication and information network for sharing resources and inter-library lending among public and non-public libraries within the District.

b. The provision of a central audio-visual centre as a back-up service to the libraries and a direct public service, for the stimulation of public library use of non-book media including educational television.

* The present Public Libraries Coordinating Committee could act as a consultative and advisory body to the new Board. We suggest that it be renamed "The Greater Vancouver Library Council" and that direct support from the L.D.C. be withdrawn.

c. The support of a Greater Vancouver Bibliographic Centre in the Vancouver Public Library central building (dependent on the format of the communication and information network).

d. The coordination of acquisitions and the support of special collections.

e. The provision of a research and development unit to conduct research projects referred to it by the libraries in the area, or projects considered necessary before organizing a new service. This unit may support experimentation and pilot projects in any one library or other appropriate agency providing that the results can, if successful, be of benefit to the library system as a whole. Areas in which research is needed include automation of circulation control, the use of computers and data processing equipment in budget control, bibliographic information exchange and retrieval, the development of long distance facsimile reproduction, the use of television in libraries, analyses of library users and users' needs etc.

f. The provision of a central pool of foreign language material as a back-up collection for the use of libraries only.

g. The production and distribution of catalogues, indexes, bibliographies, photocopies, microforms, recordings, etc., of District importance.

h. The provision of a pool collection of duplicates, last copies of discarded material, etc. Such a collection should be developed in cooperation with a similar facility being considered by the university and college libraries in the area.

i. Central publicity and public relations for the District as needed on a continuing basis or for special campaigns and events.

j. The organization of District workshops, conferences and committees to maintain open co-munications and an atmosphere of partnership and cooperation, to facilitate decisions and to advise the Board on services to be provided and assistance needed.

k. A central gifts and exchange centre.

1. The retaining of legal counsel and advice to member libraries in censorship cases, contracts, labour relations, etc.

7. Financing the System

The financing of the System operation including its coordinating function and headquarters expenses should be based on actual need as organization proceeds. The G.V.R.D. Board of Directors should, however, be prepared to carry these expenses for the first year, with the assistance of a Grant from the Library Development Commission. The amount necessary to cover expenses during the first year cannot be specified at this time but we recommend that it be based on estimated need and not on a per capita formula. After a detailed plan of operation is submitted and approved, and services to be provided are determined, it is recommended that the following grant structure starting in the second year of operation be accepted by the G.V.L.S.B. and the Commission:

a. Establishment Grants

2nd year - based on estimated need, half paid by the G.V.R.D. and half paid by the L.D.C.

3rd year - 50 cents per capita, ($564,853 based on 1971 est. population) half paid by the G.V.R.D. and half paid by the L.D.C.

4th year - same rate.

b. Resource Centre Grants:

This grant should be paid to the Vancouver Public Library and the New Westminster Public Library directly by the Commission and the G.V.R.D. Board until the Library System Board can work out a formula for sharing costs with the municipalities based on the actual service being provided by these institutions to other municipalities. However, such grants should not be paid for more than 2 years without a cost sharing formula.

To the Vancouver Public Library:
one-third of the cost of the operation of the public services in the main branch paid on a 50-50 basis by the G.V.R.D. and the L.D.C.

To the New Westminster Public Library:
one half of the cost of the operation of the reference services provided paid on a 50-50 basis by the G.V.R.D. and the L.D.C.

After the 2 year period grants should be based on the actual cost of the regional service being provided. The G.V.R.D. portion would then be shared by the municipalities.

c. Headquarters Grant:

Since the G.V.L.S.B. will establish collections of material (A-V, foreign languages) for the use of libraries and will need some equipment and office furniture, a grant to establish these facilities should be paid. We recommend the payment of $300,000 over a 2-year period toward the cost of rent or construction, equipment and resources.

d. Annual Operating Grants

Grants should be payable to the Library System Board according to the principles and conditions laid down for other library systems in the Province with the exception that, in the G.V.R.D., the municipalities with newly established public library boards, i.e. the Coquitlam, Port Coquitlam and Port Moody Union Board, the Surrey, Delta and Richmond boards should receive special consideration in the form of interim operating grants in addition to the system operating grants until these libraries have reached the minimum standards approved by the L.D.C.

e. Special Grants

The G.V.L.S. Board should be eligible for special grants in support of each new service added, for special projects such as workshops, seminars and for research, pilot projects and demonstrations as needed subject to the approval of the L.D.C. and the G.V.R.D. Board of Directors and on the condition that the G.V.R.D. will also share in the funding of new services and special projects.

There is a special grant referred to in Part VI that we feel is justified by the necessity of maintaining the strength of the Fraser Valley Regional Library. This is the special compensatory grant which should be paid for 3

years to the F.V.R.L. Board for the loss of revenue and dislocation of service resulting from the separation of the four municipalities of Port Coquitlam, Surrey, (Whiterock), Delta and Richmond from the Fraser Valley Regional Library. This special grant will enable the Fraser Valley system to adjust staff, headquarters operation, equipment and services to the new conditions. We are unable to suggest an amount,but it should be noted that revenue lost when the four areas leave the Fraser Valley system would be $279,342.00 at the 1971 level and the remaining communities in the system would have a lower assessment and population on which to base future appropriation for library service. A formula of compensation would have to be worked out.

8. Areas for Further Study

One of the important functions of the G.V.L.S. will be to determine its future role. An effort of self-education and study will be required as well as the formal investigation of library service problems in order to advise individual library boards and the G.V.R.D. Board of future priorities and directions. In our study we were able to identify a number of areas requiring fuller investigation:

a. The conditions under which centralized technical services should be organized—the financial implications and the possible extension of this service to all public libraries in the province.

b. The implications of computer and related technology as applied to the District library system.

c. Overall library user and non-user characteristics and needs as a measure of the pace and direction of change.

d. Recent communication technology such as Cable TV, the National Science Library's S.D.I. service, TELSAT, telecopying, etc., and their use in Greater Vancouver's total library and information network.

e. Strengths and weaknesses in reference and information resources in the G.V.R.D. with particular reference to the Vancouver Public Library and a plan for cooperative collection building.

f. The provision of service in languages other than English as a regional service based on research into the distribution and needs of the ethnic groups in the G.V.R.D.

g. Centralized circulation control and overdue procedures.

9. SERVICE PATTERNS OF THE LIBRARY SYSTEM OF GREATER VANCOUVER

G.V.L.S. BOARD RESPONSIBILITIES

LIBRARY RESEARCH
COORDINATION OF ACQUISITIONS
INFORMATION NETWORK & INTERLIBRARY LENDING
FINANCIAL SUPPORT FOR REGIONAL COLLECTIONS
REGIONAL PUBLICITY & P.R.
PRODUCTION OF CATALOGUES, INDEXES, RECORDINGS, ETC.
GIFTS & EXCHANGE CENTRE
LEGAL SERVICE.
COORDINATION OF PROGRAMMES
COOPERATION WITH OTHER LIBRARIES & INSTITUTIONS
INTER-LIBRARY DELIVERIES
DOCUMENTATION CENTRE
COMPUTER & TELEPRINTER PROVISION
CONTACTS WITH LIBRARIES & INSTITUTIONS OUTSIDE B.C.
SERVICE TO RESERVES & UNORGANIZED AREAS.
ETC.

JOINT RESPONSIBILITIES

AUDIO-VISUAL CENTRE
AUDIO-VISUAL COLLECTIONS
UNION CATALOGUE & BIBLIOGRAPHIC CENTRE
LANGUAGES CENTRE
CENTRAL TECHNICAL SERVICES
REGIONAL REFERENCE COLLECTIONS.
SPECIAL COLLECTIONS
REGIONAL INFORMATION CENTRE
WORKSHOPS, TRAINING, COMMITTEES, ETC.
ETC.

LOCAL BOARD RESPONSIBILITIES

CIRCULATION SERVICES
LOCAL COLLECTIONS
BOOKMOBILE SERVICE
LOCAL REFERENCE SERVICE
BRANCHES & NEIGHBOURHOOD LIBRARIES
SCHOOL SERVICES
CHILDREN'S SERVICES
LOCAL PROGRAMMES
COMMUNITY INFORMATION CENTRES
SERVICE TO HOSPITALS, ETC.
ETC.

SUMMARY OF RECOMMENDATIONS

Part I: A Profile of the Region

1. It is recommended that libraries research the distribution and information needs of the ethnic population to ensure that service to these groups is not neglected.

Part III: Library Service in the Greater Vancouver Regional District

2. It is recommended that public library boards accept as one of the first responsibilities of any system of public libraries in a metropolitan environment the provision of service unrestricted by municipal or community boundaries.

3. It is recommended that public libraries develop community information services separate from traditional reference services and develop both in response to community needs. Direct information services provided should not duplicate those organized by other community organizations but should be coordinated with them and should stress referral techniques.

4. It is recommended that periodical holdings be greatly increased in all G.V.R.D. libraries, that periodical resources be shared and that a policy covering the length of time back files are stored be worked out jointly.

5. It is recommended that a system approach to resource building emphasize the need for relevant collections of material not easily available because of source or price and place less emphasis on popular books and periodicals.

6. It is recommended that collections of non-print resources be organized in each public library in the region, that a central collection coordinated with the local ones act as a regional audio-visual centre

for maintenance, previewing and selection of these resources as well as an audio-visual information centre for libraries and the public, and that a union list of all audio-visual materials with locations be issued by this centre.

7. It is recommended that talks between the university, college and public libraries be held as soon as possible and that an inter-library lending policy be approved that will be linked with the existing Telex and delivery system at present operated in Greater Vancouver by the universities. It is also recommended that the public be encouraged to use the scheme through a vigorous promotion campaign and the abolition of all restrictions and charges.

Part IV : The Public Library and the School Library

8. It is recommended that official contact, through inter-board and inter-staff committees, between the school and public library authorities be initiated to discuss mutual problems, means of coordination and to establish policies which will improve service to students and the public. It is further recommended that the separate but complementary roles of the school and public library be recognized by all levels of government.

Part V: The Feasibility of Technical Services in the G.V.R.D.

9. It is recommended that centralized technical services for public libraries in the G.V.R.D. should not be organized without a thorough study of its feasibility and objectives. Also that the acceptance of a single standard of cataloguing, administrative coordination of selection, ordering and the sharing of cataloguing data are necessary preludes to any centralized scheme.

Part VII: A Plan for the Development of Public Libraries in the G.V.R.D.

10. It is recommended that the V.P.L. main branch be designated as a Regional Resource Centre and that all library authorities in the region work toward a strengthening of its resources and that this invaluable facility be assisted by the Library Development Commission and the municipalities in the Regional District

so that its resources will be freely available to everyone in the G.V.R.D.

11. It is recommended that the New Westminster Public Library be developed as a secondary resource centre for the region by adding reference resources and by developing stronger subject specializations in cooperation with V.P.L. and the other public libraries with the financial assistance of the municipalities in the Regional District and the Library Development Commission so that its reference resources will be freely available to everyone in the G.V.R.D.

12. It is recommended that the public libraries of the municipalities of Port Coquitlam, Surrey, Whiterock, Richmond and Delta be separated from the Fraser Valley Regional Library and that they develop an urban-oriented service as part of the G.V.R.D. system of libraries.

13. It is recommended that one library authority be established for Port Moody, Port Coquitlam and Coquitlam under Section 56 of the Public Libraries Act, and that a central library building be built in Coquitlam in a busy central location with the existing libraries in Port Moody and Port Coquitlam acting as branches.

14. It is recommended that the City of Whiterock obtain its library service from the library board of Surrey as soon as this board is established.

15. It is recommended, after studying the community, the needs of its people and the level of library services at present provided in the Regional District, that all residents would benefit and that public funds would be better spent with the creation of a Regional District library authority to administer a federated system of public libraries in the G.V.R.D.

16. It is recommended that the objectives of the G.V.R.D. library system be understood and accepted by library boards in the area and the Commission before any steps are taken to give one body legal authority over system-wide responsibilities.

17. It is recommended that the G.V.R.D. Board of Directors recommend to the Provincial Government that responsibility for the development of a public library system be made a function of the G.V.R.D. and further that,

through an amendment to the Public Libraries Act and by means of Letters Patent, the Provincial Government, in consultation with the Library Development Commission, establish a Greater Vancouver Library System Board.

18. It is recommended that the Greater Vancouver Library System Board consist of 11 members representative of the G.V.R.D. and the municipalities and be made up of 7 members selected from among the sitting members of the area Library Boards or groups of Boards, as follows: (see page 82)

19. It is recommended that the following services and activities including some problems that will require further study be accepted as functions of the G.V.L.S.B. for first consideration: (arranged in priority order) (see page 83 for functions)

20. It is recommended that the following grant structure starting in the second year of operation be accepted by the G.V.L.S.B. and the Commission: (see page 85 for grant structure).

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